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# North Borneo

# 1960

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# COLONY OF NORTH BORNEO ANNUAL REPORT, 1960



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# PART I

## General Review

HIS Excellency Sir William Goode, K.C.M.G., formerly Governor of Singapore, arrived in Labuan as Governor-Designate on the 19th April, and was installed as Governor and Commander-in-Chief in Jesselton on the following day at a simple but impressive ceremony in the Legislative Council Chamber. In replying to addresses of welcome by the leading unofficial and official members of Council His Excellency said:—

“I know enough of North Borneo to know that it is not only a very lovely country, but is blessed with a happy and friendly people. And in recent weeks I have been impressed by the reputation you have won overseas as a land of promise for the future.

I also know of the solid progress you have made under the wise leadership of my predecessor, Sir Roland Turnbull. Much of this progress was due to his outstanding grasp of your problems and his keen intelligence. And I know that you join with me in sympathy with him in his present illness and in wishing him a speedy recovery.

But your progress has also been the result of all in North Borneo working together with mutual understanding and goodwill, seeking not personal or party or communal advantage, but the common good of the country.

It will be my constant and overriding endeavour always to sustain the present happy relations between all who live here, so that material advancement may never be to the prejudice of your happiness as a people.

I am very conscious that I follow a most able predecessor, and I am much heartened for the task that lies ahead of me by your pledge of co-operation and support. The days of recovering from the war are over. You are now building for the future on foundations soundly laid in the past years. If all of us, officials and unofficials, all communities and races, can work together in mutual confidence the future is bright.”

During the interval of nearly three months between the departure of the retiring Governor, Sir Roland Turnbull, K.C.M.G., on the 24th January and the installation of Sir William Goode, the Government was administered by the Chief Secretary, Mr. R. N. Turner, C.M.G.



Sir Roland had been Governor of North Borneo since March 1954. During the last few months before his departure he had been far from well. At his express request formal invitations were not issued to his farewell Ceremonial Guard of Honour on the Jesselton Town Padang. Nevertheless, a very large throng of people from all sections of the community made their way there, and Sir Roland, despite the extremely poor state of his health, which had recently taken a sharp turn for the worse, walked the whole way round the Padang, saying a personal good-bye to representatives of the voluntary organisations and schools, the assembled Government officials and other members of the community, and their wives, before getting into his car, which, preceded by a mounted escort of Bajaus and Dusuns from Kota Belud, drove slowly through the town to the wharf, where he went aboard the Straits Steamship "Kimanis". Many followed to watch the departure of the ship in a spontaneous demonstration of widely felt regret at his departure after what is generally acknowledged to have been an outstandingly successful term of six years as Governor of North Borneo.

On his return to England Sir Roland entered hospital for treatment. At one time the prospects of his effecting a recovery seemed good. Indeed, a few days before Christmas, he sent his greetings to the people of North Borneo and added that he was beginning "to go round the corner". The news of his death on the 23rd December accordingly came as all the greater shock. As a tribute to his memory his favourite carol "Silent Night" was sung a second time in a moving service of Christmas Carols on the Jesselton Town Padang on Christmas Eve.

Earlier in the year, the Colony was stunned by the completely unexpected news that the Countess Mountbatten of Burma, C.I., G.B.E., D.C.V.O., LL.D., who was on a visit to Jesselton in her capacity as Superintendent-in-Chief of the St. John Ambulance Brigade, had passed away in her sleep during the night of the 20th/21st February while staying at the Residence of the Acting Governor.

Lady Mountbatten had arrived on the afternoon of the 18th for a three day visit. On the following day she had taken a day off from her official duties and had paid an informal visit to Kota Belud which she had greatly enjoyed. On the morning of the 20th her engagements included visits to the Red Cross Sewing Party and to the Queen Elizabeth Hospital. In the afternoon she had carried out an inspection of the St. John Brigade. She had been due to leave for Singapore on the morning of the 21st to resume her tour of the Far East. In the short span of two and a half days in North Borneo Lady Mountbatten had met many persons of all races and in all walks of life, and had endeared herself to them

all by her unaffected charm and friendliness; one and all felt the richer in spirit for having met her and mourned the passing of so gallant a lady with a sense of deep personal loss.

There was a generous response to the local appeal launched in aid of the "Edwina Mountbatten Trust", the sum of £838 remitted to the Trust being the third largest from any overseas territory. This sum was in addition to a collection of £87 by the Nursing Staff which was sent separately to London.

Apart from these saddening events, 1960 was an outstandingly good year in North Borneo, especially in the economic field. Revenue was buoyant, and the Colony's financial position became stronger than ever before. The volume of trade passing through the Colony's ports was the highest yet; timber firmly established itself as North Borneo's foremost export, agricultural production showed every promise of highly successful development, and interest in mineral exploitation was steadily maintained. The road construction programme gathered momentum, there was full employment in the country, living conditions amongst the people continued to be relatively high by Asian standards, educational standards maintained their steady improvement, and there was an increasing awareness of civic pride and a greater willingness to take part in public affairs.

### *Public Finance*

1959 was a year of buoyant revenue which allowed substantial sums in addition to those voted in the Estimates to be transferred to the Development Fund from the Ordinary Budget. It was not expected that 1960 would prove so rewarding; nevertheless, whereas it was planned that \$5,000,000 from an estimated ordinary revenue of a little over \$45,000,000 should be transferred to the Development Fund, in the event it proved possible to transfer \$15,000,000.

The Development Plan 1959-1964 assumed that \$61,000,000 would be available for the period. The 1960 outturn, and expectations for 1961 have enabled revised plans to be based on the availability of a further \$17,000,000, making a total of \$78,000,000 available for the current development period. This satisfactory position has been achieved without any additional taxation.

### *Commerce*

As in 1958 and 1959, timber was the Colony's most valuable export. 50.2 million cubic feet of sawn timber and logs valued at \$90.7 million were exported in 1960 compared with 39.5 cubic feet valued at \$61.1 million in 1959. This represented an increase over 1959 of 28 per cent in volume and 48.44 per cent in value.



Rubber exports fell slightly to 22,000 tons although owing to high prices in mid-year the value at \$49.5 million was \$2.5 million higher than in 1959.

Copra held third place with 79,600 tons (of which 65,000 tons were re-exports) valued at \$40.2 million. This represented a considerable improvement over the 1959 figures of 59,400 tons valued at \$35.1 million.

Production of hemp increased considerably during the year. Approximately 3,700 tons of fibre valued at \$5.2 million were exported, compared with 2,700 tons valued at \$3.8 million in 1959.

Owing to flood and attack by pests, production of wrapper leaf tobacco fell from 530,800 lbs. valued at \$5.6 million in 1959 to 475,800 lbs. valued at \$5.3 million in 1960.

Imports of machinery, motor vehicles, provisions, textiles and apparel, rice, tobacco, cigars and cigarettes and sugar were higher than in 1959. That of machinery showed an increase of almost 50 per cent over 1959; this followed an increase of 71 per cent in 1959 over 1958.

Although the rice harvest was again good, imports of rice rose by 2,400 tons to 21,000 tons. This figure was lower than that for 1958, but higher than that for 1956 and 1957.

There was a favourable visible trade balance of \$26.7 million. The value of imports at \$195.9 million exceeded that for 1959 by \$40.4 million. Exports, including re-exports, were valued at \$222.6 million, an increase of \$45 million over the 1959 figure.

Japan continued to be the Colony's biggest buyer. Exports to Japan, valued at \$96 million, represented 43.38 per cent of all exports. This compared with \$70.5 million (40 per cent) in 1959.

The United Kingdom held its place as the principal source of imports; the value rose from \$31.8 million to \$39.3 million, but this represented a slight fall in the percentage of total imports. Japan's share of the import trade rose from 6.3 per cent to 7.6 per cent.

Of the Colony's three principal exports, Japan took 64.7 per cent of timber exports, 21.1 per cent of rubber and 62.1 per cent of copra. Australia and Hong Kong continued to be good customers for the higher and lower grades of timber respectively, Australia's share being 15.7 per cent, and that of Hong Kong 11.8 per cent. Malaya took 35 per cent and the United Kingdom 16.6 of rubber exports.

### *Production*

The timber industry consisted of four large overseas concessionaires, eight local firms working on special licence as a preliminary to the issue of concession agreements and some sixty local firms who were working under annual licence. Approximately seventy-four per cent of the total timber output was produced by existing and prospective concession holders.

The year was outstanding for the rise of  $37\frac{1}{2}$  per cent in the figures for timber production. 59,647,664 cubic feet were produced in 1960 compared with 43,345,622 in 1959 and 32,027,506 in 1958.

Japan was by far and away the most important market for round timber, with Hong Kong and Australia as the other two main consumers. Italy came up into fourth place displacing Formosa, but exports to other markets were relatively small. The increased importance of Japan as a market for North Borneo timber, however, is of outstanding interest; within the last two years the quantity of logs and baulks exported to Japan has more than doubled. In 1956 exports were less than  $7\frac{1}{2}$  million cubic feet, in 1957 they had risen to 10.3 million, in 1958 they were 15.4 million, in 1959 25.7 million and in 1960 they rose to 32 million cubic feet.

In agricultural production interest in the cultivation of new crops remained very active. The growth of cocoa planted in the last few years on basaltic soils near Tawau has been excellent and the total area planted (out of a total area alienated of 12,000 acres) now amounts to some 2,800 acres, almost double the 1959 figure. Some twenty-one tons of local cocoa were exported from an early experimental block and the quality has been pronounced as very satisfactory.

Interest in oil palm plantation also continued to be lively. The total area under oil palms at Mostyn Estate increased to 1,050 acres. The small trial plot at Limbawang near Beaufort and the outcome of soil and engineering surveys in the Klias Peninsula indicated scope for both estate and small holder production in the area; whilst in the Sandakan Residency, the very welcome news was received in July that Unilever Limited, who had been showing interest in development in North Borneo for some time, had acquired a 10,000 acre estate near the mouth of the Labuk River for the purposes of oil palm production.

The area under coconuts continues to increase, particularly in the Kudat and Sipitang districts, while the Darvel Tobacco Plantation Limited continued to open up its new estate of 5,000 acres in the Kalumpang area.

Rubber, however, still remains the main agricultural crop. The area under rubber by the end of 1960 had increased to 172,000 acres, compared with 161,384 acres in 1959 and 148,952 acres in 1958. Of this acreage some forty per cent is planted with high-yielding strains. Most of this has been planted since 1955 and only a small proportion as yet has been brought into tapping. During 1960 the Rubber Fund Board nurseries produced some one and three quarter million clonal seedlings.

The 1959/1960 padi crop was the best on record with an estimated yield of 64,900 tons (equivalent to 40,200 tons of rice) compared with 55,700 tons of padi (equivalent to 37,000 tons of



rice) in the previous season. The 1960/61 crop was planted under good weather conditions and shows promise of another satisfactory harvest.

Interest in the mineral resources of North Borneo noted in 1959 remained keen; prospecting by mining companies increased with particular attention being paid to chromite, copper and nickel. Good quality chromite has been located on Banggi and Malawali Islands, and in the Labuk Valley and drilling to test the extent of the ore-bodies is scheduled to start in 1961. Three companies are prospecting for copper over an area of about 1,300 square miles in extent.

Nickeliferous pyrrhotite and the nickel mineral garnierite were discovered in the Labuk Valley by a prospecting company during the year. Further work, including diamond drilling, is being planned to determine the extent of the deposits.

Geological and geophysical work in the search for oil was continued by the Shell Company of North Borneo but no exploration wells were drilled. The Mobile Marine Drilling Barge "Orient Explorer" has so far been unable to carry out its scheduled programme of work off the coast of North Borneo owing to mechanical failure.

Reference was made in the 1959 Review to an application which had been submitted for consideration by the United Nations Special Fund for a comprehensive survey—air, soil, hydraulic, and geological — of a large area in the Labuk valley. This application was approved by the Governing Council at its meeting in December and a sum of U.S. \$769,000 (M\$2,330,070) allocated on its account. Plans for the implementation of the survey were already in hand.

Encouraging progress was made during the year with all aspects of the scheme for the development of the Keningau Plain by settlers on a mixed farming basis. While work on the construction of earth feeder roads and irrigation channels was well up to schedule, the settlement of lots proceeded smoothly under the supervision of a Division II Settlement Officer. By the end of the year the area cleared for wet padi had increased by some 600 acres, of which 80 acres were fully planted, and a further 600 acres had been successfully planted up with high-yielding rubber.

A Japanese company commenced deep sea fishing operations from a base at Si-Amil in the Tawau Residency, thus resuming after a long interval, the fishing activities carried out by Japanese interests in the days of the Chartered Company.

In relation to this expanding economic activity on many fronts the lack of good road communications in a country still largely covered by forests and broken by rivers and mountain ranges still remains a major problem. Following consideration of a report by Mr. J. R. Sargent, an economist from Oxford University, whose

services were obtained through the Colonial Economic Research Council, important policy decisions were reached in regard to road development. A road communications programme, formulated in accordance with the three main determining factors of the amount of money available, the need to spend that money to ensure the best economic return, and technical and practical considerations, was set out in a White Paper which the Legislative Council endorsed at its meeting in July. The programme provides for the construction, within the currency of the present five year development period, of an earth road from Mile 18 Sandakan to the Telupid area on the Labuk river; the subsequent gravelling of the road, and its extension on a gravelled basis to Ranau; the construction of a new or remade road from the West Coast to Ranau; the construction of a road from Jesselton to Papar; the linking of the Kudat road system to Kota Belud via Langkon, and of the Bukit Manggis road, which at present ends abruptly at the Kimanis Bridge, with the Montenior/Ulu Membakut feeder road, both under the feeder road programme, and the replacement of the Beaufort/Weston section of the Railway by a road. With the completion of this programme the old "pipe-dream" of a road across the mountains connecting the "old capital" of Sandakan with Jesselton will at last be converted into reality, and it will, moreover, be possible to travel overland from Kudat in the north to Sipitang on Brunei Bay. Work on the Sandakan-Telupid road had already commenced before the publication of the White Paper, and by the end of the year, despite unfavourable weather conditions, construction work had reached the 32nd milestone from Sandakan. In order to enable survey work to proceed simultaneously from the other end, and to drop personnel and equipment into an inaccessible area, a grass airstrip was constructed in a period of little more than four months at Telupid. Work also progressed satisfactorily on the feeder road running south-eastwards from Sikuati in Kudat District towards Langkon, and plant and equipment were assembling for a start to be made on other parts of the programme during the dry season at the beginning of 1961.

The White Paper also referred to the need to improve certain existing roads throughout the country which were beginning to crumble beneath the pressure of a weight of traffic for which they had never been designed. A sum of \$2.8 million was allocated for this purpose. By the end of the year, Station Road, Jesselton, had been repaired, strengthened and widened to a carriageway of 24 feet, and work had begun on stretches of Racecourse Road. Considerable improvements were also carried out to the road system in the Interior Residency from Keningau via Tenom to Kemabong.

The total cost of the road programme, as set out in the White Paper, including plant (\$4 million), was estimated at \$20.8 million.



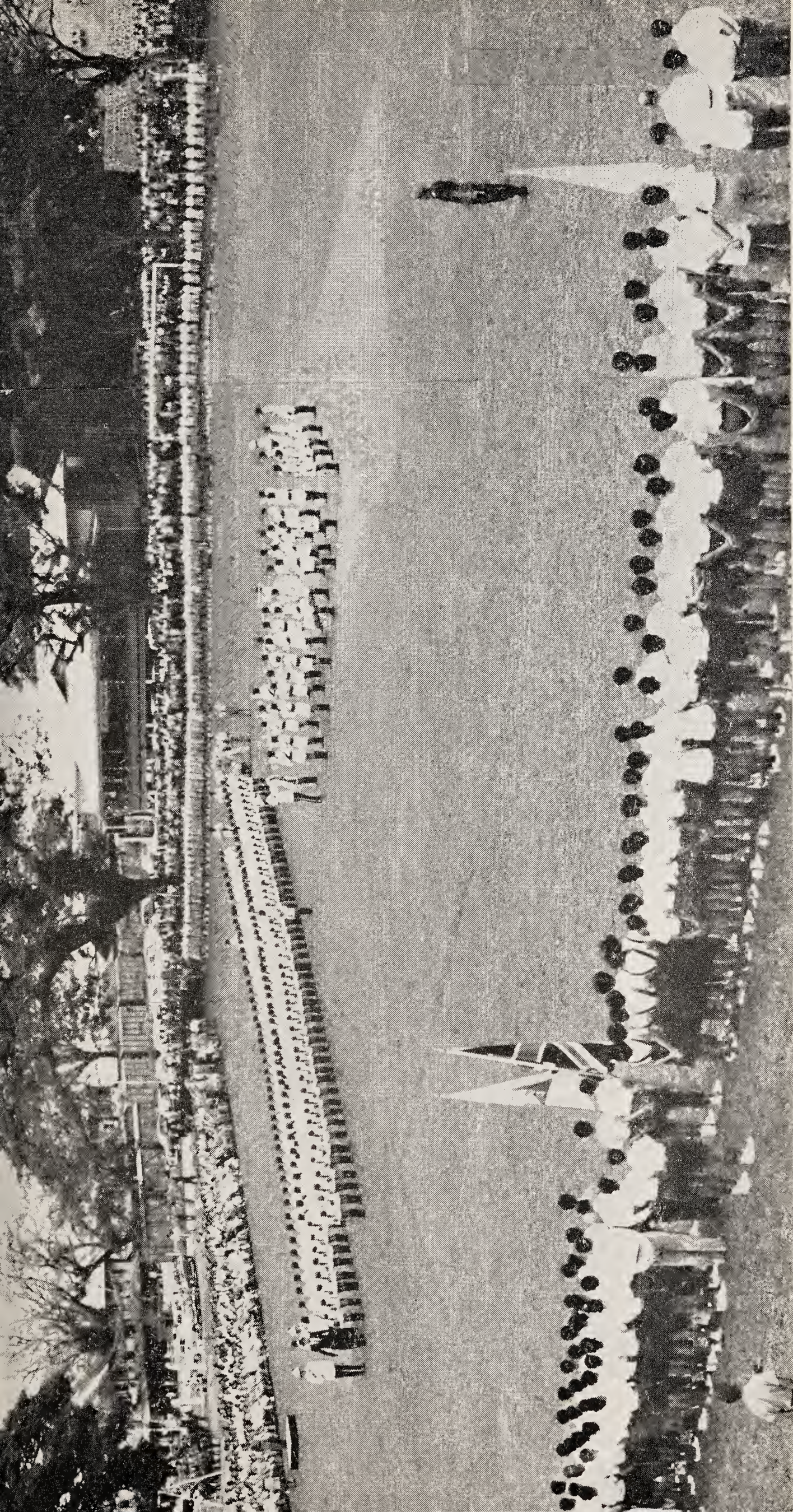
The decision to replace the Weston-Beaufort section of the North Borneo Railway with a road at an early date was taken in the knowledge that this segment of the line required substantial additional capital expenditure if its life was to be prolonged. The cost of a road in replacement of the railway will not substantially exceed the capital cost of the Railway improvements and will enable equipment to be released for use on the Railways mainline services. It will, moreover, enable a through road link to be made to Sipitang and facilitate the opening up of new areas for agricultural development. Elsewhere on the railway very little reconstruction and development work took place, as the current programme had largely come to an end. The increase in traffic, both passenger and goods, was the highest ever achieved and earnings exceeded the previous year by more than 10 per cent, with revenue being greater than expenditure. With the increased traffic there existed a serious shortage of passenger facilities and severe congestion occurred at weekends and holidays. Orders for further self-propelled passenger units were placed during the year to meet the shortage and improve facilities.

Labuan Airport was closed to all large aircraft during the year in view of the necessity to strengthen and resurface the runway, taxi-ways and parking apron. The work was approaching completion by the end of the year. When the Airport is reopened for use by large aircraft it will be able to accommodate some of the most modern aircraft in operation with commercial lines, such as Electras, Britannias, and Comets. In the meantime, the traffic considerably increased at Jesselton Airport and heavy military aircraft used the airport extensively.

Reference has already been made to the grass airstrip constructed in the middle months of the year at Telupid on the Labuk river. Funds were also provided for a similar airstrip to be constructed at Sepulot, some twenty miles to the north of Pensianagan in the Interior Residency, and arrangements made for an air-drop of essential equipment by the R.A.F. early in 1961 so that work on the strip can begin. This strip, when completed, will immensely facilitate access to a hitherto remote region, reducing the time of travel from Keningau to Sepulot from some five days to not much more than half-an-hour.

During 1960, 18,598 vessels of a gross tonnage of 9,512,673 used the fifteen ports and timber loading points in the Colony, an increase of 3,392 vessels over last year, and an increase in tonnage of 1,952,101. Sandakan remained the Colony's principal port, exporting mainly timber and copra. Labuan, a free port and the main transshipment port for the Brunei Bay area, was next in importance to Sandakan. Work on the new \$2,000,000 wharf at Tawau progressed less rapidly than had been hoped, but was going forward





*(Mr. J. M. Dinwiddie).*

The Scene on the Padang, Jesselton, at the departure of His Excellency the Governor, the late Sir Roland Turnbull, K.C.M.G., on the 24th January, 1960.





*(Broadcasting and Information Department).*  
Sir Roland Turnbull leaving Jesselton on retirement on the 24th of January, 1960.



more satisfactorily at the close of the year. Plans were in train for work on a new wharf at Kudat to begin in 1961.

With the completion of the new Custom House in Jesselton a further substantial step was taken towards the reconstruction of the town after the almost complete devastation which it suffered during the war. Traces of the Jesselton of 1945 are becoming increasingly difficult to find, and those that still remain, like the venerable Lands and Surveys office with its machine-gun scars in its walls, and the few blocks of pre-war shophouses that escaped destruction during the devastation, now stick out like sore thumbs. During the year vigorous progress continued to be made with the erection of new blocks of shop-lots, and the Kampong Ayer reclamation scheme entered its final phase. A further reclamation scheme also began to the north of the wharf area, entailing the removal of soil from the hillside beyond the Signal Hill flats to provide fill and thus somewhat marring, for the time being, the appearance of the sea approach to Jesselton. A low-cost housing scheme of thirty houses over the sea at Kampong Sembulan was completed in February. It is the first of its kind, but is intended to be the prototype for others. In the other towns of the Colony a similar process of reconstruction and new building is forging ahead. Whether a visitor goes to Sandakan, to Tawau or to Labuan he will see the same evidence of busy enterprise and civic pride in the lay-out and appearance of the new towns that have sprung into being.

In all fields of activity there was full employment and workers from overseas boosted the local labour supply where this was either unskilled or inadequate. The attempt to attract agricultural workers under the agreement reached with the Government of Hong Kong did not meet with the success originally hoped for. This was partly due to the inability of the workers to adapt themselves to conditions in North Borneo and partly to the relative ease with which employers were able to supply their needs by engaging unsponsored immigrant labour from Indonesia or the Philippines without cost to themselves. The flow, however, of skilled artisans from Hong Kong admitted on temporary permits remained constant. These are recruited with the agreement and under the supervision of the Hong Kong Government under conditions which fully comply with all relevant International Labour conventions. There is a constant turnover of these workers, the number employed at any one time being about one thousand two hundred.

The main source of overseas workers still continues to be unsponsored Indonesian immigrants who come up the coast to Tawau from Kalimantan or cross the sea from the northern and central Celebes, or from even as far away as Timor and other islands to the south of Macassar. These people come on their own

initiative to seek work in North Borneo. Although they come and go there are estimated to be some nine or ten thousand of these workers in the country at any one time. The majority of them are concentrated in the Tawau Residency, where they have found employment on the estates and timber concessions, but, in recent years, there has been a tendency for small numbers to make their way round the coast to Sandakan and even to the West Coast and Interior Residencies, where groups are to be found working on rubber estates, on the railway, for Local Authorities and for small employers. Towards the end of October the point was reached in the Tawau Residency where unsponsored immigrant workers from Indonesia could no longer be readily absorbed in employment. Further immigration was stopped until the employment situation eased. It was found possible to relax this temporary restriction on entry shortly after the end of the year.

The natural increase in population, stimulated by improved medical facilities, indicates that perhaps the time may not be as far distant as was at one time supposed, when the local population of the country will be adequate for most local needs. A census of population was held in August 1960, and a preliminary hand-count — the only figures available at time of going to press — records a total population of 454,328. This shows an increase of 36 per cent over the 1951 census. This compares with an increase of 20 per cent between the 1931 and 1951 census figures. The Dusuns remain the predominant race in the country, totalling 145,650. The increase in the Chinese population is not as great as anticipated, the total being 104,855 compared with 74,374 in 1951, (estimated 106,496 in 1959), but a point of particular interest is that the Muruts, who declined in numbers between 1921 and 1951, are now reported to be more than holding their own; they now total 22,343 compared with 18,724 in 1951. Whilst these figures may not be final they may be taken to be reasonably accurate for most practical purposes.

### *Social Services*

In the field of Social Services the vitally important malaria control campaign continued to make headway, extending from the Interior Residency and Labuan, where malaria has been almost eradicated, to parts of the West Coast Residency and the East Coast. As was to be expected, resistance to anti-malarial spraying operations was encountered in a few places, but, on the whole, the execution of the programme proceeded with remarkable smoothness.

A notably successful Borneo Malaria Conference, the tenth of its kind, took place in Jesselton in December. The Conference, which was opened by His Excellency the Governor, was attended by delegates from Sarawak, Brunei and Indonesia as well as by



representatives of the World Health Organization, U.N.I.C.E.F. and the International Co-operation Administration. As a consequence of the good progress made, plans were completed by the end of the year for the campaign to be transformed to one of Colony-wide malaria eradication over a seven year period commencing in 1961.

The comprehensive campaign for the control of tuberculosis by the isolation and treatment of sufferers, tuberculin testing and vaccination together with a mass radiographic survey, was launched during the year and was in full operation by August. The necessary staff and equipment have been provided partly under a Colonial Development and Welfare Scheme and partly by the Australian Government under the Colombo Plan. By the end of the year more than 16,000 persons had been X-rayed, thirty-three schools examined and 15,000 children skin tested.

During the year, 20,296 in-patients were treated by Government hospitals, dispensaries and specialised units compared with 17,572 in 1959. Out-patients numbered 321,608 as compared with 279,087 in the previous year. The re-building of hospitals and improved services have contributed to this result, and at the same time there is an increased appreciation locally of the advantages of Western methods of treatment. No new general hospital buildings were erected during the year, but plans were in hand for new hospitals to be built at Lahad Datu and Tawau in 1961 and 1962 respectively and for a new Mental Hospital at Jesselton. Tuberculosis Ward extensions were added to the hospitals at Beaufort, Kudat and Labuan.

Another big step forward in the improvement of services being offered the native population in rural areas was the commencement of the scheme to teach English in Government Primary Schools. This is the first phase in the implementation of the Board of Education's decision made in 1958 that English should in due course replace Malay as a medium of instruction in such schools. Seventeen teachers of English recruited from neighbouring countries in South East Asia — the forerunners of a trial complement of fifty who will ultimately be recruited as soon as accommodation can be constructed for them—started work in ten different schools in 1960. Apart from work in schools they also conduct evening, week-end and holiday classes for native and Chinese teachers within reach of their centres. Their work is being organized by a specialist made available by the Australian Government under the Colombo Plan, assisted by the first of the seven specialist teachers to be provided from the United Kingdom through the generosity of the Nuffield Foundation. In addition, Canada, again through the Colombo Plan, has also contributed to this Colony-wide campaign for the teaching of English, and has lent the services



of a teacher to work amongst Chinese schools and to train teachers of English.

The schools building programme has made good progress; of particular note has been the construction of the Government Chinese Primary School in Sandakan comprising twenty-six class rooms which will replace three existing Chinese schools and accommodate some 2,000 pupils. It was sufficiently complete at the end of the year to allow the opening of the school to take place in early 1961. The Government Junior Secondary School at Tawau was able to move into new buildings, and progress on a similar building in Kudat was well under way. The erection of an Assembly Hall and Library for the Government Secondary School in Jesselton was also completed, and these buildings were in occupation before the end of the year. The total school population of the Colony in 1960 was 54,060 pupils enrolled in 381 schools compared with 45,123 pupils in 354 schools in 1959 and 40,610 in 333 schools in 1958.

In higher education emphasis has again been on training to meet the priority needs of the civil service and the country as a whole.

During 1960, forty Colombo Plan scholarships, two Sino-British Fellowship Trust scholarships and five World Health Organization Fellowships were awarded to North Borneo students for study abroad. In all 183 students from North Borneo were studying overseas on scholarships during the year, compared with 147 students during 1959.

The special two-year tutorial course for Native Officers ended in January. All twelve officers who completed the course, obtained satisfactory results in the General Certificate of Education examinations; four were admitted to pre-university courses in Australia, two gained entrance to university in New Zealand, and six undertook a six-month Colombo Plan Public Administration course in Australia. These six have since resumed duty in responsible clerical or executive posts. Government owes a debt of gratitude to the Tutor in charge of the course and to the Government of Australia which made his services available under the Colombo Plan.

The Standing Advisory Committee on Training which had been appointed in 1959 to review the draft Colony Training Programme, completed its review and submitted its recommendations during the course of the year. The recommendations were accepted by Government, subject to the availability of funds. They constitute a broad guiding programme for the training of Government officers and the provision of certain training for the benefit of young people not in Government employment up to the end of 1963. This marks an important step in the development of the Colony. The total cost of the programme is estimated very

tentatively at \$5 $\frac{1}{4}$  million and will mean asking the Legislature to vote annually substantially more from Colony funds than has been spent on training in the past. Although the Government hopes to finance much of the programme from Colony funds and Colonial Development and Welfare funds allocated to it, substantial assistance will also have to be sought under the Colombo Plan and from other external sources, if it is to be implemented in full. The principal schemes for internal training in the programme are an In-Service Training Centre for clerical staff, training schools for Forest, Agricultural and Posts and Telegraphs technical staff, a small Marine Training School, a specialist Trade Centre and an agricultural training scheme for farmers. The largest single scheme of external training is for sending some forty-two English and Chinese-medium teachers on 3 and 4-year university courses.

Considerable development has taken place during the year in the Public Library facilities available in most of the main towns of the Colony. A very large presentation of books by the Asia Foundation together with grants made by Local Authorities and an increase of Government funds for the purchase of books have enabled the libraries to meet most of the demands of readers. Library accommodation has been enlarged or redecorated. Full time locally recruited librarians have replaced the former temporary part-time assistants. The improved services have resulted in a greatly increased readership. During the year some 40,000 books were borrowed from Public Libraries compared with 25,000 in the previous year.

The Broadcasting Service continued to extend its hours of broadcasting and the scope of its programmes. Hours of transmission were increased during the year by ten per cent bringing the total broadcasting time per week to sixty-seven and a half hours in four languages. Considerable staff expansion took place as a preliminary step towards the provision of sufficient trained staff to meet the operational requirements of the new Broadcasting House, on which construction had begun towards the end of the year.

It still proved difficult to provide good reception for all parts of the country after daylight, and it became evident that considerable research would have to be undertaken to provide adequate transmitter facilities to enable two simultaneous programmes to be broadcast, as envisaged in the construction of Broadcasting House, and which would be heard clearly at all times throughout the country. To this end, funds were provided during the year to enable a field survey to be undertaken which will investigate the possibility of VHF transmission from the slopes of Mount Kinabalu, providing territory-wide coverage, and also to enable alternative transmission schemes to be considered.



The Colony's press made a considerable advance during the year. Two new Chinese daily newspapers commenced publication, one of them an afternoon paper, two multi-language pictorial magazines made their appearance as well as a weekly magazine in Chinese for students. "The North Borneo News and Sabah Times", which is still the only English daily newspaper in North Borneo, commenced subscribing to Reuters at the same time increasing its size from four pages to six and carried up-to-date world news daily. To meet the needs of the press in particular and to assist other public services on the East Coast for which it is responsible, the Department of Broadcasting and Information opened a branch office in Sandakan at the end of the year.

The increase in newsprint as well as the developing status of the local press provided opportunity for public opinion to find greater expression. Constructive and helpful criticism on a wide variety of topics appear in the columns of the press with much greater frequency than in years gone by. This reflects the increased pride felt by the people of the country in the new towns in which they live and in which they are playing a steadily more important part in administering.

A development of major significance has been the change in the constitution of the Legislative Council which came into force in September. The new Constitution provided for an increase of one Nominated (Unofficial) Member of the Executive Council, thereby creating for the first time an equal membership of Official and Unofficial Members on the Council, under the Presidency of His Excellency the Governor, and also for an Unofficial majority in the Legislative Council by reducing the combined number of *ex-officio* and Official Members from twelve to seven and increasing the number of Nominated (Unofficial) Members from ten to twelve. Ten out of the twelve Nominated Members in the newly constituted Legislative Council were appointed by His Excellency the Governor from substantially enlarged panels of names put forward by certain representative bodies supplemented, for the first time, by Residency teams and the four Town Boards. As is customary at this stage of constitutional development, the Governor has reserved legislative power.

In urban administration also increased responsibility was assumed by Unofficial Members of Town Boards. The change in the constitution of Town Boards in 1959 which provided for the Chairman of the Board to be the only Government Officer, with all other Members including the Deputy Chairman being Unofficials, was extended in 1960 to Tawau and Labuan in view of the success which this change had achieved in Jesselton and Sandakan.

The Twelfth Meeting of the Inter-Territorial Conference was held in Kuching in October under the chairmanship of the United

Kingdom Commissioner-General in South-East Asia (The Rt. Hon. the Earl of Selkirk, P.C., G.C.M.G., O.B.E., A.F.C.) and was attended by the Governors of North Borneo and Sarawak with their staffs, supported by Unofficial representatives, as well as by the Earl of Perth, Minister of State for Colonial Affairs, Mr. E. Melville, C.M.G., Assistant Under-Secretary of State in the Colonial Office, and the High Commissioner for Brunei. It was agreed at the Conference that everything possible should continue to be done to promote closer association at an administrative level between North Borneo and Sarawak, and arrangements were set in train for reciprocal visits to each other's territory by Unofficials from Sarawak and North Borneo.

### *Kota Belud Training Area*

In January the first contingent of British Army troops, the 2nd Battalion of the 7th Duke of Edinburgh's Own Gurkha Rifles, arrived for training in the Kota Belud Training Area. This open country in the West Coast Residency provides a training area without parallel for Forces stationed in the Far East, and, indeed, the only area in the region in which training in open warfare can be undertaken. More training exercises took place later in the year. In one of these a section of the North Borneo Police Mobile Force joined in training with the Army. In another, in October, military forces combined with naval personnel in a joint Army/Navy exercise. The aircraft carrier H.M.S. "Bulwark" transported troops of the 2/2 Gurkha Rifles from Singapore to the coast off Kota Belud whence they were landed by helicopter and beach landing craft to undertake a series of exercises in the training area before re-embarkation. An invitation by the Captain of H.M.S. "Bulwark" to two of the leading Native Chiefs to visit the aircraft carrier by helicopter and various social activities by the Gurkhas created a very friendly atmosphere.

Throughout the year work on the establishment of the Camp area proceeded. There have inevitably been teething troubles arising from the land requirements of the Army, but, except for one period of short duration, relations between the local people and the troops posted to the area have been generally good. In this respect two striking examples of goodwill on the part of soldiers in the area deserve to be mentioned. The first was the spontaneous effort of a small group of Australians from No. 11 Independent Field Squadron, Royal Engineers, who organised a collection of £A400 between them on behalf of a local twelve year old blind boy in Kota Belud. Although the treatment which the boy was able to receive could not restore his sight, the balance of the funds was invested in land and buffaloes to be of permanent benefit to him. The second was an errand of mercy which had tragic consequences. On the 18th May, two Army personnel, a driver and a



medical assistant, were assisting in transporting a seriously ill native woman to hospital in Jesselton from Kota Belud, and on reaching Tamparuli found the river in flood and the water a few feet above the level of the bridge. The need to take their patient to hospital was very urgent, so they attempted to cross the flooded river, but their ambulance was swept off the bridge and both the soldiers and the native woman lost their lives. A public subscription is being raised by the people of the villages concerned for the purpose of erecting a memorial to commemorate the bravery of the soldiers.

Among the visitors who made the journey to Kota Belud to see the training area during the year were two visiting Members of Parliament, Miss J. Vickers, M.B.E., (Conservative) and Mr. C. A. Howell (Labour), who came to North Borneo at the end of August. Their itinerary also included visits to the Kent Teachers Training College at Tuaran, the Duchess of Kent Hospital in Sandakan, the Agricultural Experimental Cocoa Station in Tawau, a timber camp, and the schools and estates of Borneo Abaca Limited.

#### *Other Events of Interest*

Nine patrols were carried out by ships of the Inshore Flotilla, Far East, in the company of Police launches in areas from Banggi in the north to Darvel Bay in the south between the 30th May and the 19th June, and, although they were uneventful, performed a valuable service in showing the flag at remote villages along the exposed coasts to the north-west and south-east of Sandakan.

In the second half of the year there was a recurrence of piracy on a disturbing scale on the high seas to the east of the island of Si-Amil in the Tawau Residency. At first attacks tended to be confined to "padangkangs" (relatively slow moving craft) engaged in the entrepot trade between Tawau and the Celebes, but, as the year progressed, the pirates became bolder, and several encounters involving "kumpits" (motorised vessels, which had appeared in the trade in greater numbers during the course of the year), and leading to exchanges of fire, were reported to the Police in Tawau. In one of the skirmishes two of the alleged pirates, both Filipinos, were seized and brought to Tawau where they were handed over to the Police.

Once again North Borneo had a notably successful year in the field of Athletics. The Inter-territorial Games with Sarawak and Brunei resulted in a victory for North Borneo for the sixth year in succession, and subsequently members of the team who competed in the Singapore and Malayan Championships acquitted themselves with distinction, winning seven 1st medals and six 2nd medals at the former and two firsts and five seconds at the latter against very stiff opposition.



The first meetings between football teams from Sarawak and North Borneo took place during the year. In these North Borneo was less successful, Sarawak winning the first match in Kuching easily and the return match in Jesselton by a narrow margin.

In February the Rotary Club of Jesselton organised the first Flower Show. This proved to be very successful, with a large variety of exhibits, especially of orchids, and it led to the formation of a Gardening Society in Jesselton.

During the year donations continued to come in for the privately sponsored proposal for the establishment of a permanent War Memorial on the slopes of Mount Kinabalu to Commonwealth troops and the people of Borneo who died in Borneo during the Japanese occupation. The fund progressed towards its target of £25,000 (approximately \$214,000) and by the end of the year had raised over \$152,000 of which a sum of \$25,000 had been contributed by the Government.

This general review cannot be concluded without mention of the retirement from Government service in December 1960 of its longest serving overseas officer Mr. G. L. Gray, C.M.G., O.B.E., the Secretary for Local Government. Mr. Gray joined the service of the Chartered Company as long ago as 1923 and became Government Secretary before the war. Since the war he had continually served in leading appointments and was held in high esteem by all sections of the community both within and outside Government Service. Very warm tribute was paid to him by official and unofficial members of Legislative Council at the last meeting of Council he attended in September.

Mrs. Gray, "Penelope" in Mrs. Agnes Keith's well-known book "Three Came Home" concerning internment life in Borneo during the Japanese occupation, first came to North Borneo in 1930. During the course of thirty years' residence in this country she came to occupy a unique place in the affections of the local people, and the award to her of the M.B.E., in the New Year's Honours List 1961 brought much pleasure to her many friends of all races.

The year ended on a note of optimism sounded in the following extracts from His Excellency the Governor's New Year Message: "1960 has been a wonderful year.....Everywhere I have been I have seen development going ahead; building in the towns, and new land being planted in the country. And everywhere I have found the same spirit of friendliness and happiness. 1961 will, I have no doubt, be a year of still further achievement — let us all resolve that the material progress and prosperity which may be granted to this country shall in no way damage the happiness that comes from friendliness and goodwill to one another. Hold fast to the blessings you now enjoy: friendship for one another; loyalty to this country; enterprise and hard work to make 1961 an even better and happier year for everyone."

## PART II

### *Chapter 1: Population*

#### *General*

THE population census held on the 10th August, 1960, was the seventh to be taken in North Borneo, the decennial series having begun in 1891 and continued regularly with the exception of 1941 when plans for a census were abandoned due to the likelihood of war.

At the time of publication only the preliminary hand-count results of the 1960 census are available; these results are probably near enough to be accurate for most practical purposes but will certainly differ a little from the final machine-produced tables.

The preliminary hand-count figures are compared with the 1951 census figures in the following tables:

POPULATION BY COMMUNITY COMPARED WITH THE  
CENSUS OF 1951

| Community          |     | 1960    | 1951    | Percentage<br>Increase<br>1951-1960 |
|--------------------|-----|---------|---------|-------------------------------------|
| Dusun              | ... | 145,650 | 117,867 | 24                                  |
| Murut              | ... | 22,343  | 18,724  | 19                                  |
| Bajau              | ... | 61,838  | 44,728  | 38                                  |
| Other Indigenous   |     | 80,002  | 61,690  | 30                                  |
| Chinese            | ... | 104,855 | 74,374  | 41                                  |
| European           | ... | 1,807   | 1,213   | not significant                     |
| Others             | ... | 37,833  | 15,545  | 143                                 |
| ALL<br>COMMUNITIES |     | 454,328 | 334,141 | 36                                  |

POPULATION IN CENSUS DISTRICTS COMPARED WITH  
THE CENSUS OF 1951

| Census District                | 1960    | 1951    | Percentage<br>Increase<br>1951-1960 | Density per<br>square mile<br>in 1960 |
|--------------------------------|---------|---------|-------------------------------------|---------------------------------------|
| Tawau ...                      | 35,288  | 18,610  | 90                                  | 13                                    |
| Semporna ...                   | 16,867  | 22,865  | 59                                  | 37                                    |
| Lahad Datu ...                 | 19,534  |         |                                     | 7                                     |
| *Kinabatangan ...              | 10,422  | 8,460   | 23                                  | 2                                     |
| *Sandakan Town                 | 28,805  | 14,499  | 99                                  | 52                                    |
| *Sandakan Rural ...            | 16,501  | 12,121  | 36                                  |                                       |
| *Labuk ...                     | 18,224  | 16,943  | 8                                   | 6                                     |
| *Kudat ...                     | 51,164  | 41,112  | 24                                  | 28                                    |
| Ranau ...                      | 17,011  | 15,117  | 13                                  | 11                                    |
| Kota Belud ...                 | 27,807  | 21,895  | 27                                  | 51                                    |
| Tuaran ...                     | 31,764  | 25,984  | 22                                  | 78                                    |
| *Jesselton Town ...            | 21,714  | 11,704  | 86                                  | 168                                   |
| *Jesselton Rural ...           | 28,735  | 25,807  | 11                                  |                                       |
| Papar ...                      | 28,210  | 21,352  | 32                                  | 50                                    |
| *Beaufort ...                  | 25,409  | 15,593  | 63                                  | 33                                    |
| *Kuala Penyu<br>(Mempakul) ... | 6,125   | 10,767  | - 43                                | 83                                    |
| Sipitang ...                   | 8,168   | 5,822   | 40                                  | 5                                     |
| Tenom ...                      | 18,150  | 12,073  | 50                                  | 22                                    |
| Pensiangan ...                 | 4,726   | 6,018   | - 21                                | 2                                     |
| Keningau ...                   | 14,638  | 8,154   | 80                                  | 15                                    |
| Tambunan ...                   | 10,162  | 10,461  | - 3                                 | 13                                    |
| *Labuan ...                    | 14,904  | 8,784   | 70                                  | 121                                   |
| NORTH BORNEO ...               | 454,328 | 334,141 | 36                                  | 15                                    |

\*There have been boundary changes in these districts since the census of 1951.



The population has increased by thirty-six per cent since 1951 compared with an increase of twenty per cent between 1931 and 1951. A point of particular interest is that the Muruts who declined in numbers between 1931 and 1951 are now reported to be more than holding their own.

The following are general remarks on the population. Where figures are quoted they are comparisons between the 1960 preliminary count figures and those of the 1951 census, but pending the final figures for 1960, and their detailed analysis, no conclusions are drawn in this annual report from the changes which have taken place during the last nine years.

The Colony's population, although small, is made up of a diversity of races speaking a variety of different languages. It is for this reason that Malay has become the *lingua franca* of the country and is spoken by the majority of its inhabitants.

Among the native peoples, the Dusuns showed an increase of twenty-four per cent. This community is the most important native community in the Colony, inhabiting chiefly the West Coast and the plains of Tambunan and Ranau in the Interior. They are a prosperous agricultural people and are the chief rice producers in the country, forming the most stable element in the rural population.

It should be explained that Dusun is mainly a generic name given by others to a collection of various tribes having a common tongue and common customs and that the name Dusun is not ordinarily used by these tribes themselves.

The Bajaus, a Muslim people, generally seafaring, and found mainly on the East Coast, increased by thirty-eight per cent. The Bajaus, together with and including the Illanuns, Suluks, Obians, Binadans and kindred tribes, are the descendants of the notorious pirates who terrorised these waters until well into the nineteenth century. Now their energies are chiefly confined to fishing. A large community of Bajaus in the Kota Belud district is settled on the land and has taken to cattle-farming and padi-planting on a considerable scale. Cattle-farming is probably the most important contribution of the Bajau people to the economy of the Colony.

Among the other indigenous communities the most important are the Bruneis and Kedayans. The Bruneis are Muslims and racially are Malayan-Javanese. They are seafarers and fishermen

generally, inhabiting the West Coast fringe from Brunei Bay to Jesselton. The Kedayans, also Muslims, are agriculturists, probably of Sumatran or Javanese origin, who have spread out from Brunei.

The Muruts showed an increase of nineteen per cent. The Muruts, generally speaking, inhabit the upper reaches of the Padas River and the mountainous inaccessible country near the Indonesian and Sarawak borders. They were the last to abandon the practice of head-hunting, but they have not yet adopted a system of settled agriculture. Instead, they follow the age-long practice of shifting cultivation, using what is usually a seven-year cycle. By this means they ensure a supply of their staple diet of tapioca and hill padi as well as a potent home-brewed rice liquor known by the name of *tapai*. They are great hunters using spears, blow-pipes with poison darts and dogs. The chief form of game is wild pig, which is plentiful in the jungles of North Borneo. For ready cash they rely on the collection of jungle produce, and on occasional periods of work as tappers and weeders on the rubber estates in the Tenom valley. They are primitive in their habits and living conditions and particularly susceptible to disease.

The Chinese community, the largest immigrant race in the Colony, increased by forty-one per cent. The Chinese, while mainly engaged in agriculture and commerce, supply most of the artisans for local industries. Many are smallholders producing rubber, rice, coconuts, fruits and vegetables, and rearing pigs. The majority of them are Hakka, who provide many of the clerks and subordinate technicians employed by Government Departments and commercial firms. The business and shop-keeping community, particularly in the Sandakan area, are mostly Cantonese, who have long-established connections with Hong Kong and China, while in the West Coast towns they are Hokkien and tend to look for their trade towards Singapore.

The European community, while numerically small is economically powerful. The majority of the Europeans are employed by the larger commercial concerns and plantation companies with headquarters in the United Kingdom and by Government. They are the biggest employers of labour and are responsible for a large portion of the Colony's export trade.



Those listed under "Other" comprise natives of Sarawak, Malaya, Indonesia, India, Pakistan, Ceylon, the Philippines, etc. Natives of Sarawak, Malaya and Indonesia find no difficulty in becoming quickly assimilated with the indigenous population to whom they are akin in outlook and upbringing. Amongst the Indonesians are many who came to the country in the twenties and thirties as estate labourers and who have chosen to settle here; many more are recent immigrants from Indonesian Borneo looking for work; some are the remainder of those brought by the Japanese for forced labour during the occupation who refused the opportunity of repatriation after the war.

Many of the Indians, Pakistanis and Ceylonese are artisans, technicians and traders. Some of the Indians and Pakistanis were originally employed in the Police and have acquired land and settled down, some becoming dairy farmers in the vicinity of the principal towns.

### *Religion*

The great majority of the Dusun and Murut peoples are pagan, while an equally large porportion of the coastal communities are Muslim. The Chinese non-Christian population generally adheres to Confucian ethics mixed with Buddhist beliefs. Roman Catholic, Church of England, Lutheran and other missions, both Pastoral and Evangelical, are active in the Colony.

A summary of registered births and deaths during the period 1st January to 31st December, 1960, shows:

|                               |       |     | <i>Births</i> | <i>Deaths</i> |
|-------------------------------|-------|-----|---------------|---------------|
| Indigenous                    | ...   | ... | 9,201         | 2,998         |
| Chinese                       | ...   | ... | 4,269         | 817           |
| European (including Eurasian) |       |     | 67            | 16            |
| Others                        | ...   | ... | 1,427         | 335           |
|                               |       |     | <hr/>         | <hr/>         |
|                               | TOTAL | ... | 14,964        | 4,166         |
|                               |       |     | <hr/>         | <hr/>         |

The following is a summary of arrivals and departures through the ports of the Colony during the period 1st January to 31st December, 1960:

|                               |       |     | <i>Arrivals</i> | <i>Departures</i> |
|-------------------------------|-------|-----|-----------------|-------------------|
| Indigenous                    | ...   | ... | 2,406           | 2,349             |
| Chinese                       | ...   | ... | 9,130           | 8,705             |
| European (including Eurasian) |       |     | 3,226           | 2,966             |
| Others                        | ...   | ... | 15,252          | 9,758             |
|                               |       |     | <hr/>           | <hr/>             |
|                               | TOTAL | ... | 30,014          | 23,778            |
|                               |       |     | <hr/>           | <hr/>             |



## Chapter 2: Occupation, Wages and Labour Organisation

### *Industrial Structure*

THE foundation of the economy of North Borneo is agricultural. A large proportion of its people are engaged in homestead farming on holdings of fifteen to twenty acres or less, operated by families with occasional hired help, and producing rice and mixed crops for subsistence and export crops such as rubber or copra to provide a small cash income. Superimposed on this foundation of homestead farming are the timber and firewood industries and plantations of all sizes up to a maximum of about 20,000 acres. The only other rural occupation of any significance is fishing which, apart from one or two companies, is generally carried on by individual operators. Factory industries are for the most part processing industries connected with the activities of the timber companies (sawmilling) and estates (e.g. hemp stripping and oil milling), though a number of small scale factories exist in the towns, producing articles varying from soap to aerated waters for local consumption. Finally there is a multiplicity of services demanded by a growing and prosperous community, e.g. building, transport, public utilities and commerce.

### *Employment*

The 1951 census showed that 140,629 persons or 42.1 per cent of the total population was at that time gainfully employed. Of these persons, 119,639 were engaged as producers of raw materials and the remainder were employed in manufacturing, transport and communications, commerce, public services and professions, and in personal and domestic services. Up to date figures will be provided by the 1960 census, the full results of which are not yet available.

The Chinese population is engaged mainly in commerce, rubber and timber production, agriculture and industry. In the fields of crafts, artisan employment and commerce, the Chinese are predominant.

A large preponderance of both the Dusun and Murut communities is normally engaged in homestead agriculture with a small proportion employed on rubber estates or in the Police Force. Less than half of the Bajau and other indigenous communities were engaged in agriculture; these races take an active part in the timber, boat-building and fishing industries. The

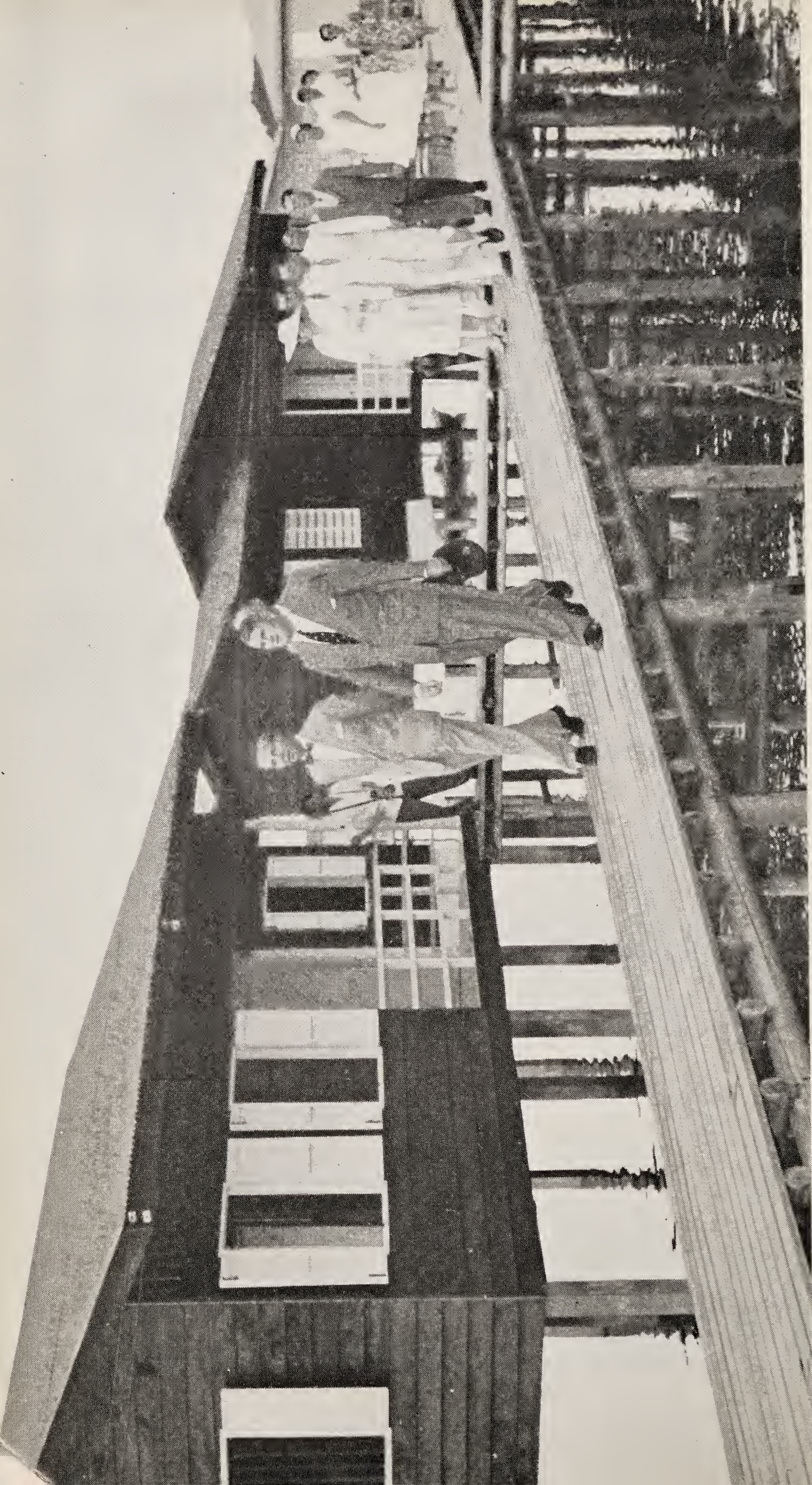




*(Broadcasting and Information Department).*

Air view of Jesselton, showing the recent reclamation in the foreground.





(Broadcasting and Information Department).

Opening of the Jesselton Town Board's Low-Cost Housing Scheme at Kampong Sembulan by the Officer Administering the Govern-



increased interest of the indigenous people in wage-earning employment has been a significant post-war trend. At present they constitute some forty-seven per cent of the labour force of the Colony.

The total labour force based upon statistics provided by employers of twenty or more workers as on 31st December, 1960, stood at 33,787. Of this, 14,864 are employed in plantations, 14,010 in industry and 4,913 by Government. This labour force has risen by nearly 4,000 or thirteen per cent during the year. There is no appreciable unemployment in the Colony nor is there any significant seasonal fluctuation in employment.

### *Immigrant Labour*

Two important factors have affected the situation during the last ten years. First, a great deal of constructional work has had to be done to repair war damage and, latterly, to meet the demands of the country's expanding economy. Second, the timber industry has been expanded and largely mechanised; the same applies in a lesser degree to agriculture. These factors have combined to create a demand for building workers, artisans and mechanics which cannot be met from within the Colony. In order to meet it, the Government's policy has been to allow the temporary entry of skilled and semi-skilled workers from Hong Kong and Singapore for employment with building and engineering firms, timber companies and in industries generally. Hong Kong is the chief source of these workers, and they are recruited with the agreement and under the supervision of the Hong Kong Government, under conditions which fully comply with all relevant international obligations. There is a constant turnover of these workers, the numbers employed in the Colony at any one time being about 1,200.

As regards agricultural labour, an agreement has also been made with the Government of Hong Kong for the entry of certain classes of Chinese agricultural workers. For several reasons, mainly the inability of the workers to adapt themselves to conditions in North Borneo, the results have been disappointing. The movement of workers from Indonesia (mainly from Celebes) has, however, continued. These people make their own way across to ports on the East Coast in order to look for work in North Borneo. They are unskilled, but they make a valuable contribution to the country's agricultural economy, particularly in the Tawau Residency. There is a similar movement, but on a rather smaller scale, of Filipinos from the Sulu Archipelago. These Filipinos, however, are in general more suited to work in the timber industry than in agriculture.

*Wages and Conditions of Employment*

There is little variation in wages and earnings between different districts within the Colony. Such differences as remain are largely the result of varying local costs of living. Almost all agricultural work and much industrial work is performed on piece-rates. There were no general wage increases during 1960 and the cost of living remained much the same. The earnings of workers in the rubber industry and to a lesser degree in other industries, have followed fluctuations in the world prices of commodities produced. There have been no marked fluctuations in wages paid to skilled workers, which continue to be comparatively high. In the plantation industries where workers normally live at their place of employment, housing is provided for workers as an addition to their wages in accordance with specified minimum standards.

All hours of employment are based upon an eight-hour day and six-day week laid down by the Labour Code. Work in excess is paid for at over-time rates. Prescribed holidays with pay are also laid down under the Code. In practice, many workers are satisfied to work less than the maximum number of working hours permissible by law.

*Cost of Living*

The cost of living index which is drawn up on the cost of certain basic commodities consumed by all sections of the community remained comparatively steady throughout the year. Figures for an average monthly budget for workers of various races in the Colony, collected by the Department of Labour and Welfare, are as follows:

## WORKERS' MONTHLY BUDGET

| <i>Chinese</i>       |     |     | 1959  | 1960  | % Increase |
|----------------------|-----|-----|-------|-------|------------|
|                      |     |     | \$    | \$    |            |
| Foodstuffs           | ... | ... | 34.71 | 37.56 | + 8.2%     |
| Clothing and bedding | ... | ... | 5.15  | 5.09  | - 1.1%     |
| Miscellaneous        | ... | ... | 11.36 | 12.46 | + 9.7%     |
|                      |     |     | 51.22 | 55.11 | + 7.6%     |
| <i>Natives</i>       |     |     |       |       |            |
| Foodstuffs           | ... | ... | 31.84 | 32.79 | + 2.9%     |
| Clothing and bedding | ... | ... | 3.45  | 3.42  | - 0.9%     |
| Miscellaneous        | ... | ... | 13.09 | 13.97 | + 6.7%     |
|                      |     |     | 48.37 | 50.18 | + 3.8%     |



A table showing the middle and end of year prices of certain basic foodstuffs in Jesselton is given below:

|                           | 1959        |                 | 1960        |                 |
|---------------------------|-------------|-----------------|-------------|-----------------|
|                           | <i>June</i> | <i>December</i> | <i>June</i> | <i>December</i> |
|                           | \$          | \$              | \$          | \$              |
| Rice (per gantang) ...    | 2.00        | 1.50            | 2.10        | 1.90            |
| Flour (per kati) ...      | 0.30        | 0.30            | 0.25        | 0.25            |
| White Sugar (per kati)    | 0.45        | 0.40            | 0.45        | 0.35            |
| Meat (per kati) ...       | 1.95        | 1.90            | 1.90        | 1.80            |
| Fish (per kati) ...       | 1.60        | 1.50            | 1.40        | 1.60            |
| Vegetables (per kati) ... | 0.50        | 0.50            | 0.50        | 0.80            |
| Milk (per 14-oz. tin) ... | 0.70        | 0.70            | 0.65        | 0.65            |
| Hen's eggs (each) ...     | 0.18        | 0.18            | 0.18        | 0.17            |
| Tea (per lb.) ...         | 4.50        | 4.50            | 4.30        | 4.30            |
| Coffee (per kati) ...     | 1.20        | 1.20            | 1.80        | 1.80            |

### *Labour and Welfare Department*

The Department at present consists of the Commissioner, one Assistant Commissioner on the East Coast and an establishment of one Chinese Assistant Officer, two Labour Officers, three Labour Inspectors and fifteen other staff. Three offices are maintained: the headquarters office in Jesselton, an office serving the East Coast in Sandakan, and an office started during 1958 in Tawau. This last deals mainly with the immigrant Indonesians and, in order to do this, operates a simplified form of employment exchange which has proved to be very successful. Regular inspections at places of employment are carried out by officers of the Department.

### *Industrial Relations*

Industrial relations are founded on the basis of close personal contact between management and employers. This is particularly true of the agriculture and timber industries, which are the biggest employers of labour. Relations continued to be satisfactory. During the year four disputes, none of a serious nature, were reported.

It is the policy of the Government to foster responsible trade unionism as being the best means of ensuring industrial peace. Trade unionism, however, is still in an embryonic stage. Of the six unions registered at the beginning of 1960 one ceased to function during the year, while no new unions were registered. Of the five existing unions, only one is composed of manual workers. The reasons for this state of affairs appear to be the comparatively high wage rates prevailing for skilled and semi-skilled workers, and the low degree of industrialisation in the territory.

As regards consultative machinery, Whitley Councils have been set up for the conduct of staff relations in the civil service. Machinery for the settlement of disputes in essential services (e.g. public utilities, hospital and health services) is provided for by the Essential Services Arbitration Ordinance, 1959. There is also a Labour Advisory Board, containing equal representation by Government, employers and workers, which considers proposed legislation and generally advises Government on labour matters.

### *Labour Legislation*

The principal legislation consists of the Labour Ordinance (enacted in 1949), the Workmen's Compensation Ordinance (enacted in 1955) and the Trade Unions and Trade Disputes Ordinance (enacted in 1949). Several amendments have been made to the first two Ordinances since they were first enacted, but no amendments were made in 1960. The Trade Unions and Trade Disputes Ordinance was amended during 1960 by the addition of a section prescribing the objects for which trade union funds may be expended. A Wages Councils Ordinance was also enacted during the year.

### *International Labour Conventions*

It has been possible during 1960 to notify one extension of the application of Conventions to North Borneo and the position is at present as follows:

- (a) applied without modification, twenty-four conventions;
- (b) applied with modification, five conventions;
- (c) decision reserved pending the enactment of legislation, ten conventions;
- (d) inapplicable owing to local conditions, thirteen conventions.

Annual reports on the application of International Labour Conventions are submitted to the International Labour Office.

### *Safety, Health and Welfare*

The provision of certain standards of housing, health and safety is required by the Labour Department under the Labour Ordinance (Cap. 67) and in addition there are provisions in the Machinery Ordinance (Cap. 75) governing the safety of workers. These standards are, where necessary, enforced by Labour Officers. At most large places of employment additional welfare activities are carried on by the management.

The Department of Labour and Welfare is responsible for the administration of the Workmen's Compensation Ordinance. 752 accidents were reported in 1960 as compared with 616 in 1959 and 661 in 1958. Most of them, however, were of a minor nature.



The number of serious accidents resulting in death or permanent disablement, was no higher in 1960 than in 1959, although the labour force was larger and more power-driven machinery was in use. The best measure of the seriousness of the accident rate is the amount of settled compensation, because this directly reflects loss of workers' earning capacity caused by industrial injuries. By this measure 1960 was a more satisfactory year, because the total amount of compensation settled by agreement was only \$65,013 compared with \$94,869 in 1959.

### *Industrial Training*

Training and apprenticeship continue to engage attention as the best means of increasing the productivity of the Colony's limited manpower. Several employers and Government Departments follow a policy of training workers within their employment though there is little formal apprenticeship. Such training schemes are in some cases of considerable value. Vocational training was continued by the Government Trade School.



### Chapter 3: Public Finance and Taxation

THE Approved Estimates for 1960 were based on a General Revenue Balance in the Ordinary Budget of \$12,825,048 at the beginning of the year and \$13,056,332 at the end of the year.

When the Accounts for 1959 were closed, the actual General Revenue Balance proved to be \$14,794,054 i.e. \$1,969,006 more than estimated. The Revised Estimated General Revenue Balance at the end of 1960 was \$16,528,143 or \$3,471,811 better than was originally expected.

Whereas the 1960 Estimates were based on Ordinary Revenue of \$45,011,966, the Revised Estimate was \$58,183,959. Ordinary Expenditure was estimated at \$39,780,682 but the Revised Estimate was \$42,434,979.

The more favourable opening balance and the substantial additions to Revenue enabled additional Ordinary Expenditure of about \$2,700,000 to be incurred in 1960 as well as a sum of \$15,000,000 to be contributed to the Development Fund instead of the original provision of \$5,000.00.

#### ORDINARY REVENUE

|   |     |     | Actual     |            | Estimated  | Revised    |
|---|-----|-----|------------|------------|------------|------------|
|   |     |     | 1958       | 1959       | 1960       | 1960       |
|   |     |     | \$         | \$         | \$         | \$         |
| Customs   | ... | ... | 19,060,955 | 23,300,957 | 21,587,000 | 28,680,000 |
| Forests   | ... | ... | 3,054,192  | 3,987,672  | 3,893,000  | 6,240,000  |
| Lands   | ... | ... | 1,000,000  | 1,354,832  | 1,417,000  | 1,362,000  |
| Licences and Internal Revenue   | ... | ... | 5,134,492  | 5,097,714  | 5,589,416  | 7,596,705  |
| Fees of Court or office, payments for specific services and reimbursements in aid | ... | ... | 1,169,817  | 1,570,119  | 1,536,450  | 1,698,136  |
| Township Authorities  | ... | ... | 209,060    | 130,592    | 102,134    | 71,112     |
| Light, water, etc.  | ... | ... | 582,086    | 852,753    | 799,800    | 935,000    |
| Posts   | ... | ... | 714,644    | 852,678    | 1,139,200  | 1,195,100  |
| Telegraphs  | ... | ... | 1,186,258  | 1,470,945  | 1,385,500  | 1,692,049  |
| Interest  | ... | ... | 512,706    | 616,058    | 604,730    | 968,000    |
| Rents — Government buildings  | ... | ... | 867,268    | 910,722    | 903,192    | 926,590    |
| Ports and Harbour dues  | ... | ... | 1,162,008  | 1,378,474  | 1,424,000  | 1,691,000  |
| Miscellaneous   | ... | ... | 2,315,953  | 4,660,934  | 4,630,544  | 5,128,267  |
| Total Revenue, exclusive of Land sales  | ... | ... | 36,969,439 | 46,184,450 | 45,011,966 | 58,183,959 |
| Land sales  | ... | ... | 614,359    | —          | —          | —          |
|   |     |     | 37,583,798 | 46,184,450 | 45,011,966 | 58,183,959 |



## DEVELOPMENT REVENUE

|   | Actual<br>1958<br>\$ | 1959<br>\$        | Estimated<br>1960<br>\$ | Revised<br>1960<br>\$ |
|---|----------------------|-------------------|-------------------------|-----------------------|
| Appropriation from Ordinary Budget ...  | 5,500,000            | 6,650,000         | 5,000,000               | 15,000,000            |
| Colonial Development and Welfare Grants ...   | 4,879,900            | 2,718,615         | 6,140,747               | 5,770,122             |
| Contribution from Ordinary Budget towards recurrent expenditure under Colonial and Welfare Schemes ...    | 140,810              | 259,840           | 170,207                 | 199,804               |
| Loan Funds ...  | 12,991,357           | 3,892,677         | 5,400,061               | 3,783,077             |
| Repayment of Loans ...  | 17,818               | 21,005            | 49,294                  | 52,093                |
| Grant from New Zealand Government under the Colombo Plan ...  | —                    | 42,857            | —                       | 51,540                |
| Grant from Royal Air Force towards cost of reconstruction of Labuan Airfield ...                          | —                    | —                 | 475,000                 | 368,382               |
| Premiums from land sales ...  | —                    | —                 | 1,000,000               | 679,390               |
| Balance of allocation made from the Japanese assets account for the provision of playing fields, etc. ... | 38,994               | —                 | —                       | —                     |
| Contribution from proceeds of the realisation of former Japanese assets ...                               | 1,047,232            | —                 | —                       | —                     |
| Contribution from Foreign Operations Administration towards cost of reconstruction of wharves ...         | 119,154              | —                 | —                       | —                     |
| Hire charges for Twin Pioneer Aircraft ...  | —                    | 29,119            | —                       | —                     |
| Sale of shoplots, Kampong Ayer, Jesselton ...   | 629,479              | —                 | —                       | —                     |
| <b>TOTAL DEVELOPMENT REVENUE ...</b>  | <b>25,364,744</b>    | <b>13,614,113</b> | <b>18,235,309</b>       | <b>25,904,408</b>     |



## ORDINARY EXPENDITURE

|   | 1958<br>\$        | Actual<br>1959<br>\$ | Estimated<br>1960<br>\$ | Revised<br>1960<br>\$ |
|---|-------------------|----------------------|-------------------------|-----------------------|
| Charges on account of Public Debt...            | 1,111,094         | 1,330,933            | 2,078,315               | 2,271,973             |
| Pensions, Retiring allowances, Gratuities, etc. | 1,491,996         | 1,984,841            | 1,726,273               | 1,739,993             |
| Governor ...                                    | 178,608           | 177,414              | 277,407                 | 268,863               |
| Accountant-General ...                          | 156,261           | 168,940              | 168,698                 | 161,173               |
| Agriculture ...                                 | 909,087           | 928,903              | 1,093,289               | 1,163,659             |
| Audit ...                                       | 120,778           | 136,808              | 138,898                 | 139,087               |
| Broadcasting and Information ...                | 349,987           | 370,080              | 501,437                 | 494,665               |
| Civil Aviation ...                              | 656,485           | 649,410              | 766,113                 | 849,572               |
| Contribution to Development Fund ...            | 5,500,000         | 6,650,000            | 5,000,000               | 15,000,000            |
| Education ...                                   | 2,208,949         | 2,598,741            | 3,554,060               | 3,618,412             |
| Forests ...                                     | 1,331,889         | 1,348,560            | 1,472,223               | 1,464,384             |
| General Clerical Services                       | 1,159,004         | 1,186,913            | 1,233,392               | 1,216,253             |
| Geological Survey                               | 117,183           | 139,369              | 161,256                 | 161,556               |
| Inland Revenue ...                              | 124,748           | 143,698              | 174,513                 | 173,820               |
| Judicial ...                                    | 115,280           | 171,289              | 177,221                 | 193,586               |
| Labour and Welfare ...                          | 107,387           | 115,712              | 115,175                 | 129,047               |
| Lands and Surveys ...                           | 937,580           | 1,021,533            | 1,107,410               | 1,186,481             |
| Legal ...                                       | 83,290            | 82,684               | 95,822                  | 95,800                |
| Marine ...                                      | 722,842           | 599,749              | 560,699                 | 597,623               |
| Medical ...                                     | 3,141,929         | 3,467,973            | 4,037,010               | 3,970,634             |
| Miscellaneous Services ...                      | 1,707,716         | 2,200,637            | 1,723,698               | 1,803,299             |
| Police ...                                      | 2,767,383         | 2,892,012            | 3,040,337               | 3,159,043             |
| Posts and Telegraphs ...                        | 1,674,128         | 1,800,549            | 1,989,943               | 2,244,780             |
| Printing ...                                    | 328,179           | 360,267              | 398,094                 | 441,242               |
| Prisons ...                                     | 227,171           | 262,973              | 226,716                 | 247,766               |
| Public Works Department ...                     | 958,327           | 972,055              | 1,474,708               | 1,514,158             |
| Public Works Recurrent                          | 4,457,668         | 6,839,034            | 7,146,700               | 8,856,863             |
| Railways ...                                    | 316,890*          | 89,431*              | 186,100*                | 121,650*              |
| Residencies and District Offices ...            | 2,554,436         | 2,696,357            | 2,904,400               | 2,916,504             |
| Secretariat ...                                 | 467,343           | 462,522              | 543,879                 | 546,177               |
| Township Authorities ...                        | 54,778            | 24,131               | 24,185                  | 18,785                |
| Trade and Customs ...                           | 585,259           | 640,443              | 682,711                 | 668,131               |
| Administrator-General ...                       | 36,196            | —                    | —                       | —                     |
| <b>TOTAL EXPENDITURE ...</b>                    | <b>36,659,851</b> | <b>42,513,961</b>    | <b>44,780,682</b>       | <b>57,434,979</b>     |
| *Railways—                                      |                   |                      |                         |                       |
| Revenue ...                                     | 1,651,532         | 1,787,556            | 1,855,000               | 1,900,000             |
| Expenditure ...                                 | 1,968,422         | 1,876,987            | 2,041,100               | 2,021,650             |
| Deficit ...                                     | 316,890           | 89,431               | 186,100                 | 121,650               |



## DEVELOPMENT EXPENDITURE

|                               |     |     | Actual     |            | Estimated  | Revised    |
|-------------------------------|-----|-----|------------|------------|------------|------------|
|                               |     |     | 1958       | 1959       | 1960       | 1960       |
|                               |     |     | \$         | \$         | \$         | \$         |
| Harbours                      | ... | ... | 473,988    | 781,483    | 2,462,154  | 1,266,615  |
| Lands and Surveys             | ... | ... | 277,935    | 432,045    | 1,834,508  | 676,488    |
| Marine                        | ... | ... | 336,448    | 101,081    | 483,827    | 222,486    |
| Miscellaneous Services        | ... | ... | 5,566,462  | 29,992     | 401,207    | 349,269    |
| Posts and Telegraphs          | ... | ... | 1,561,966  | 761,332    | 615,086    | 681,885    |
| Public Works                  | ... | ... | 10,750,064 | 5,585,959  | 8,158,947  | 7,446,612  |
| Railways                      | ... | ... | 778,012    | 562,947    | 689,000    | 160,869    |
| Agriculture                   | ... | ... | 206,230    | 789,757    | 1,371,864  | 852,295    |
| Broadcasting and Information  | ... | ... | 7,538      | 11,286     | 413,748    | 129,069    |
| Civil Aviation                | ... | ... | 1,986,258  | 932,952    | 1,679,912  | 1,150,083  |
| Education                     | ... | ... | 2,162,197  | 1,685,035  | 2,188,476  | 2,066,295  |
| Forests                       | ... | ... | 7,887      | 32,831     | 15,476     | 43,566     |
| Medical                       | ... | ... | 946,866    | 753,768    | 682,017    | 364,839    |
| Housing                       | ... | ... | —          | 50,000     | 500,000    | 50,000     |
| Electricity                   | ... | ... | 299,997    | —          | —          | 1,700,000  |
| TOTAL DEVELOPMENT EXPENDITURE |     |     | 25,361,848 | 12,510,468 | 21,496,222 | 17,160,371 |



## LOCAL AUTHORITIES

|                                | Actual  |         | Estimated | Revised   |
|--------------------------------|---------|---------|-----------|-----------|
|                                | 1958    | 1959    | 1960      | 1960      |
|                                | \$      | \$      | \$        | \$        |
| Jesselton Town Board:          |         |         |           |           |
| Revenue ...                    | 796,278 | 861,873 | 1,013,193 | 1,023,366 |
| Expenditure ...                | 897,858 | 901,403 | 1,090,912 | 1,111,588 |
| Sandakan Town Board:           |         |         |           |           |
| Revenue ...                    | 645,255 | 777,560 | 713,815   | 840,890   |
| Expenditure ...                | 592,400 | 659,164 | 1,040,160 | 780,943   |
| Labuan Town Board:             |         |         |           |           |
| Revenue ...                    | 182,225 | 279,867 | 243,718   | 239,855   |
| Expenditure ...                | 181,048 | 260,993 | 319,605   | 278,077   |
| Tawau Town Board:              |         |         |           |           |
| Revenue ...                    | 193,972 | 230,226 | 371,916   | 397,727   |
| Expenditure ...                | 177,288 | 210,042 | 387,641   | 383,501   |
| Kota Belud District Council:   |         |         |           |           |
| Revenue—General ...            | 60,933  | 66,526  | 62,300    | 70,842    |
| Subvention from Government ... | 88,000  | 62,000  | 67,275    | 67,275    |
| Transfer from Reserve Fund ... | —       | 12,800  | 21,647    | 18,147    |
|                                | 148,933 | 141,326 | 151,222   | 156,264   |
| Expenditure ...                | 128,217 | 146,690 | 151,222   | 151,723   |
| Papar District Council:        |         |         |           |           |
| Revenue—General ...            | 53,390  | 57,778  | 55,631    | 58,587    |
| Subvention from Government ... | 112,500 | 102,000 | 104,046   | 104,046   |
| Transfer from Reserve Fund ... | —       | —       | —         | 5,217     |
|                                | 165,890 | 159,778 | 159,677   | 167,850   |
| Expenditure ...                | 150,065 | 150,210 | 163,056   | 167,850   |
| Sipitang District Council:     |         |         |           |           |
| Revenue—General ...            | 31,563  | 31,641  | 29,936    | 31,706    |
| Subvention from Government ... | 48,000  | 55,850  | 55,850    | 55,850    |
| Transfer from Reserve Fund ... | —       | 2,851   | —         | —         |
|                                | 79,563  | 90,342  | 85,786    | 87,556    |
| Expenditure ...                | 82,405  | 90,342  | 85,754    | 82,501    |
| Beaufort District Council:     |         |         |           |           |
| Revenue—General ...            | 63,546  | 67,321  | 78,095    | 66,177    |
| Subvention from Government ... | 106,000 | 106,000 | 106,000   | 106,000   |
| Transfer from Reserve Fund ... | —       | 9,803   | —         | 11,000    |
|                                | 169,546 | 183,124 | 184,095   | 183,177   |
| Expenditure ...                | 168,884 | 166,603 | 184,062   | 181,552   |



## LOCAL AUTHORITIES — (cont.)

|                                   | Actual  | Estimated | Revised |
|-----------------------------------|---------|-----------|---------|
|                                   | 1958    | 1959      | 1960    |
|                                   | \$      | \$        | \$      |
| Jesselton Rural District Council: |         |           |         |
| Revenue—General ...               | 31,310  | 37,470    | 33,998  |
| Subvention from Government ...    | 17,500  | 17,500    | 17,500  |
| Transfer from Reserve Fund ...    | —       | —         | 8,000   |
| Transfer from Capital Reserve ... | —       | —         | 2,052   |
|                                   | 48,810  | 54,970    | 51,498  |
| Expenditure ...                   | 43,595  | 50,362    | 53,496  |
| Tuaran District Council:          |         |           |         |
| Revenue—General ...               | 67,615  | 77,381    | 82,020  |
| Subvention from Government ...    | 35,000  | 37,000    | 58,075  |
| Transfer from Reserve Fund ...    | —       | 300       | —       |
|                                   | 102,615 | 114,681   | 140,095 |
| Expenditure ...                   | 91,096  | 114,545   | 143,705 |
| Kudat District Council:           |         |           |         |
| Revenue—General ...               | —       | 78,446    | 92,907  |
| Subvention from Government ...    | —       | 4,000     | 4,000   |
| Transfer from General Reserve ... | —       | —         | 4,600   |
|                                   | —       | 82,446    | 96,907  |
| Expenditure ...                   | —       | 70,417    | 94,808  |
| Semporna District Council:        |         |           |         |
| Revenue—General ...               | —       | 9,877     | 12,301  |
| Subvention from Government ...    | —       | 19,000    | 32,075  |
|                                   | —       | 28,877    | 44,376  |
| Expenditure ...                   | —       | 27,330    | 43,320  |
| Lahad Datu District Council:      |         |           |         |
| Revenue—General ...               | —       | —         | 14,034  |
| Subvention from Government ...    | —       | —         | 9,760   |
|                                   | —       | —         | 23,794  |
| Expenditure ...                   | —       | —         | 21,102  |
| Tenom District Council:           |         |           |         |
| Revenue—General ...               | —       | —         | 40,815  |
| Subvention from Government ...    | —       | —         | 20,000  |
|                                   | —       | —         | 60,815  |
| Expenditure ...                   | —       | —         | 59,713  |



*Public Debt*

The Public Debt of the Colony at the end of 1960 was \$35,366,041. Apart from \$428,567 representing Colonial Development and Welfare Loans, this comprised the following loans:

|   | Issue price for<br>£100 stock |
|---|-------------------------------|
| 4 % North Borneo Inter-Colonial Loan, 1964/69 ... | £ 97.15.0.                    |
| 5½% North Borneo Inter-Colonial Loan, 1966/71 ... | £ 98. 0.0.                    |
| 5¾% North Borneo Inter-Colonial Loan, 1967/72 ... | £ 98.10.0.                    |
| 6¼% North Borneo Inter-Colonial Loan, 1968/73 ... | £ 98. 0.0.                    |
| 5½% North Borneo Development Loan, 1965/67 ...    | £100. 0.0.                    |
| 6 % North Borneo Development Loan, 1974/76 ...    | £100. 0.0.                    |

The total amount of the Sinking Funds provided for the redemption of the loans as at 31st December, 1960 was \$1,051,956.

The latest revised estimated expenditure on Loan Account during the seven years 1954-1960 (including expenditure charged to advance accounts pending the raising of loans) can be summarised as follows:

|   | \$         |
|---|------------|
| Water supplies ... ..   | 5,577,907  |
| Electricity ... ..  | 4,397,999  |
| Drainage and Irrigation ... ..  | 172,850    |
| Telecommunications ... ..   | 3,092,613  |
| Sewage disposal ... ..  | 2,468,994  |
| Railway development ... ..  | 5,738,399  |
| Compensation for surrender of timber<br>rights and loss of profits ... .. | 8,719,363  |
| Land reclamation ... ..   | 479,606    |
| Internal airways development ... ..                                       | 985,347    |
| Tawau wharf ... ..  | 1,270,157  |
| Civil Aviation ... ..   | 1,700,000  |
| Charges and discount ... ..   | 447,937    |
|   | <hr/>      |
|   | 35,051,172 |
|   | <hr/>      |

## TAXATION

*Customs Tariff*

The principal Import Duties are those levied on cigarettes, cigars and tobacco; spirits, beer and wine; petroleum products; perfumery and cosmetics; confectionery, sugar, tea, condensed and powdered milk; machinery, metal manufactures and motor vehicles and accessories; bicycles; and textiles and apparel.

Certain types of goods produced or manufactured in Commonwealth countries are admitted at preferential rates of duty.



The Customs Duties (Exemption) Order, provides, subject to specified conditions, for the duty free importation of goods from Sarawak or Brunei on which duty has been paid in either of these territories; of building materials; medical preparations, drugs and hospital requisites; educational materials; materials for the packing of local produce; fish, meat, fruit and vegetables; rice, flour and salt; plants and seeds; fertilizers and manures; disinfectants; fertilizers and fungicides.

Items not covered by the Customs Duties (Exemption) Order and not specifically mentioned in the Customs Duties Order attract duty at the rate of ten per cent *ad valorem*.

Export duties are charged on sea, forest and agricultural products, and on some livestock. Certain listed goods are exempted from export duties. Goods not specifically mentioned on the Export Schedule or exempted from export duty are charged with export duty at the rate of five per cent *ad valorem*.

During 1959 a new Customs Duties Order and a Customs Duties (Exemption) Order were introduced, mainly for the purpose of bringing, as far as possible, the Tariff and classifications, in line with that prevailing in Sarawak.

### *Stamp Duties*

Stamp duties are imposed on all documents required to be stamped under the provisions of the Stamp Ordinance (Cap. 137). The documents which require stamping represent a wide range of commercial and legal documents and include affidavits, statutory declarations, appraisements, articles of association of a Company, bills of exchange, bonds, charges, mortgages, contract notes, debentures, leases, insurance policies, powers of attorney, receipts and bank cheques. In all cases ordinary postage stamps can be used.

### *Poll Tax*

The Poll Tax Ordinance (Cap. 102) (as amended) provides for the annual payment of one dollar and fifty cents by each able bodied adult male native. Generally, persons who pay a total annual sum of three dollars or more by way of land rent or boat registration fees are exempted from the payment of Poll Tax. The estimated revenue yield from this source during 1960 was \$32,194 to the Government and \$40,300 to Local Authorities.

### *Income Tax*

Income Tax is levied on chargeable income accruing in, derived from or received in the Colony and the rates are as follows:

#### *Companies—*

- |  |     |     |     |     |
|--|-----|-----|-----|-----|
| (a) if they elect to be taxed on undistributed exempt trading profits and a further 20% is payable when the exempt trading profits are distributed | ... | ... | ... | 20% |
| (b) on all other chargeable income   | ... | ... | ... | 40% |



*Individuals—*

|   |     |
|---|-----|
| Persons not resident in the Colony ...  | 40% |
| (Non-residents who are British subjects or British-protected persons or Government pensioners are eligible for proportionate personal reliefs and allowances at the rates applicable to residents and also the rates of tax applied to the chargeable incomes are the same as those for residents). |     |

*Persons resident in the Colony—*

|  |      |
|--|------|
| On the first \$12,000 of chargeable income ... | 3½%  |
| On the next \$12,000 of chargeable income ...  | 5 %  |
| On the next \$28,200 of chargeable income ...  | 10 % |
| On all chargeable income in excess of \$52,200 | 20 % |

*Personal allowances—*

|   |       |
|---|-------|
|   | \$    |
| Individual ... ..   | 2,400 |
| Additional for wife ... ..  | 3,000 |
| Additional for children—  |       |
| first child ... ..  | 600   |
| second child ... ..   | 600   |
| third child ... ..  | 400   |
| fourth child ... ..   | 300   |
| fifth child and subsequent children ...   | 200   |
| each. The allowance may be increased to \$600 for each child educated outside the Borneo Territories. |       |

Deductions are also allowed, subject to certain limits, in respect of life assurance premiums and contributions to approved pension or provident funds.

The maximum allowance for a wife, children and life assurance cannot exceed one-half of assessable income. This maximum allowance is in addition to the personal allowance of \$2,400.

Double taxation arrangements are in force with the United Kingdom, Sweden, Denmark and Norway.

Legislation also exists for allowing certain company pioneer undertakings to be granted a tax-free holiday for a period of two years and the period may be extended by a further two years if fixed capital expenditure of not less than \$100,000 has been incurred.



*Trade Licence Fees*

Apart from ordinary forms of direct taxation, traders are required to take out annual licences and to pay the prescribed fees. The fees payable vary according to the nature of the business, and range (in the principal towns) from an annual fee of \$1,000 for the business of a builder employing more than twenty-five persons at one time to fifty dollars for the business of a shipper engaged only in the carriage coastwise of passengers or cargo. Fees are levied on a lower scale in rural areas and small towns.

*Estate Duty*

The rates of Estate Duty now in force are quoted in Appendix III.



STATEMENT SHOWING THE ACTUAL ASSETS  
AND THE PROVISIONAL ASSETS AND

| LIABILITIES   |           |             |    | Actual as at<br>31st December, 1959 |            | Provisional as at<br>31st December, 1960 |            |
|---|-----------|-------------|----|-------------------------------------|------------|--|------------|
|   |           |             |    | \$                                  | \$         | \$                                       | \$         |
| Drafts and Remittances                                    | ..        | ..          | .. |                                     | 11,308     |  | 5,711      |
| Deposits  | ..        | ..          | .. |                                     | 2,988,358  |  | 3,402,566  |
| <b>SPECIAL FUNDS:—</b>                                    |           |             |    |                                     |            |  |            |
| Chee Swee Cheng Scholarship Fund                          | ..        |             |    | 7,699                               |            |  |            |
| Liberation Education Trust Fund North Borneo              | ..        | ..          | .. | 7,769                               |            |  |            |
| North Borneo Central Library Bequest Fund (Capital)       | ..        | ..          | .. | 2,623                               |            |  |            |
| North Borneo Central Library Bequest Fund (Income)        | ..        | ..          | .. | 614                                 |            |  |            |
| Pauper Fund   | ..        | ..          | .. | 102,843                             |            |  |            |
| Resident Scholarship Fund                                 | ..        | ..          | .. | 2,890                               |            |  |            |
| Rubber Fund Board   | ..        | ..          | .. | †(Dr.) 17,205                       |            |  |            |
| Shell Company Limited Bursaries Fund                      | ..        |             |    | 1,310                               |            |  |            |
| Wee Guan Toh Scholarship Fund                             | ..        |             |    | 2,503                               |            |  |            |
| Widows and Orphans Pensions Fund                          |           |             |    | 1,831,960                           |            |  |            |
| Colonial Development and Welfare Schemes—Unspent Balances | ..        | ..          | .. | 244,783                             | 2,187,789  |  | 3,450,691  |
| North Borneo 4% Inter-Colonial Loan 1964/69               | ..        | ..          | .. | 6,532,543                           |            |  |            |
| Less Payments—  | 1954-1958 | \$6,453,809 |    |                                     |            |  |            |
|   | 1959      | 63,261      |    | 6,517,070                           | 15,473     |  |            |
|   |           | 6,517,070   |    |                                     |            |  |            |
| Less Payments   | 1960      | 7,141       |    | 6,524,211                           |            |  | 8,331      |
| North Borneo Development Loan, 5½%, 6% 1959, 1965/67      | ..        | ..          | .. |                                     | 2,678,900  |  | 193,041    |
|   |           | \$8,000,000 |    |                                     |            |  |            |
| Less Payments   | 1955/59   | 6,952,638   |    |                                     |            |  |            |
|   |           | 1,047,362   |    |                                     |            |  |            |
| Less Payments   | 1960      | 854,317     |    |                                     |            |  |            |
| North Borneo Development Loan, 5½%, 6% 1960, 1974/76      | ..        | ..          | .. |                                     | 975,100    |  | —          |
|   |           | \$6,000,000 |    |                                     |            |  |            |
| Less Payments   | 1955/59   | 3,675,509   |    |                                     |            |  |            |
|   |           | 2,324,491   |    |                                     |            |  |            |
| Less Payments   | 1960      | 2,324,491   |    |                                     |            |  |            |
| Joint Consolidated Fund                                   | ..        | ..          | .. |                                     | 2,794,286  |  | —          |
| Other Governments and Administrations                     | ..        |             |    |                                     | —          |  | —          |
| <b>DEVELOPMENT ACCOUNT:—</b>                              |           |             |    |                                     |            |  |            |
| Balance as at 1st January                                 | ..        |             |    | 2,742,260                           |            | 3,845,905                                |            |
| Add: Surplus for year                                     | ..        |             |    | 1,103,645                           | 3,845,905  | 8,038,162                                | 11,884,062 |
| <b>GENERAL REVENUE BALANCE:—</b>                          |           |             |    |                                     |            |  |            |
| Balance as at 1st January                                 |           |             |    | 10,333,410                          |            | 14,794,053                               |            |
| Add: Surplus and Deficit Account                          |           |             |    | 4,297,745                           |            | 2,968,867                                |            |
|   |           |             |    | 14,631,155                          |            | 17,762,920                               |            |
| Add: Appreciation of Investments, 1959                    | ..        |             |    | 162,898                             | 14,794,053 | *882,936                                 | 16,879,984 |
| *Less: Depreciation of Investments 1960                   |           |             |    |                                     | 30,291,172 |  | 35,824,396 |

†Represents amount overspent







## Chapter 4: Currency and Banking

THE currency in circulation in North Borneo is Malayan currency consisting of:

- (a) currency notes issued by the Board of Commissioners of Currency, Malaya and British Borneo, dated not earlier than 1st July, 1941, in denominations of 1, 5, 10, 20 and 50 cents; and \$1, \$5, \$10, \$50, \$100, \$1,000. Of the above, the notes of denominations of from one to fifty cents are being withdrawn from circulation as and when handed into the Treasury, but they are still legal tender;
- (b) silver coins in denominations of 5, 10 and 20 cents which are being withdrawn from circulation;
- (c) cupro-nickel coins in denominations of 5, 10, 20 and 50 cents;
- (d) copper and bronze coins in denominations of one cent.

British Borneo (Chartered) Company currency ceased to be legal tender as from 1st September, 1953, but when handed into banks or treasuries it is still redeemable at its face value for Malayan currency.

The amount of currency estimated as being in circulation at the end of 1960 was \$102,635,889.

The buying and selling rates of the Malayan dollar fluctuate slightly in accordance with the Singapore market, but for the purpose of converting Malayan dollars into sterling the value of the dollar is taken as 2s. 4d. The following are useful conversion formulae:

- (a) dollars a month  $\times \frac{7}{5}$  = pounds a year;
- (b) dollar into pounds: divide by 10 and add one-sixth to the resultant figure;
- (c) pounds into dollars: multiply by 10 and subtract one-seventh;
- (d) \$9 = 1 guinea;
- (e) \$60 = £7.

### *Banking*

There were two banks operating in North Borneo during the year, the Chartered Bank and the Hongkong and Shanghai Banking Corporation. Both have branches at Jesselton, Sandakan, Tawau and Labuan. The Chartered Bank also has branches at Kudat, Lahad Datu and Tenom.

Both Banks provide Savings Bank facilities.

## Chapter 5: Commerce

### *External Trade*

EXTERNAL trade in 1960 was valued at \$418.5 million which exceeded the previous year's record figure by \$85.4 million. The value of imports, including goods delivered into bond, totalled \$195.9 million, and exceeded the corresponding figure for the previous year by \$40.4 million. Exports, including exports from bond and re-exports, aggregated \$222.6 million, and exceeded the 1959 total by \$45.0 million.

There was a favourable balance of visible trade amounting to \$26.7 million which was once more the highest credit balance since the rubber boom in 1951.

Trade figures since 1938 in millions of dollars are given in the following table:

| <i>Year</i> |     | <i>Imports</i><br>\$ million | <i>Exports</i><br>(including<br>re-exports) | <i>Balance of Trade</i> |            |
|-------------|-----|------------------------------|---|-------------------------|------------|
|             |     |                              | \$ million                                  | ( + )<br>( - )          | \$ million |
| 1938        | ... | 6.4                          | 9.8   | +                       | 3.4        |
| 1939        | ... | 6.5                          | 13.5  | +                       | 7.0        |
| 1940        | ... | 10.0                         | 20.3  | +                       | 10.3       |
| 1941 - 46   | ... | Not available                |   |                         |            |
| 1947        | ... | 20.5                         | 17.0  | -                       | 3.5        |
| 1948        | ... | 25.4                         | 29.7  | +                       | 4.3        |
| 1949        | ... | 34.0                         | 38.5  | +                       | 4.5        |
| 1950        | ... | 46.0                         | 93.0  | +                       | 47.0       |
| 1951        | ... | 70.2                         | 122.9                                       | +                       | 52.7       |
| 1952        | ... | 70.3                         | 66.9  | -                       | 3.4        |
| 1953        | ... | 70.0                         | 60.3  | -                       | 9.7        |
| 1954*       | ... | 74.3                         | 77.2  | +                       | 2.9        |
| 1955        | ... | 87.6                         | 104.8                                       | +                       | 17.2       |
| 1956        | ... | 117.4                        | 120.9                                       | +                       | 3.5        |
| 1957        | ... | 121.6                        | 120.9                                       | -                       | .7         |
| 1958        | ... | 128.4                        | 130.4                                       | +                       | 2.0        |
| 1959        | ... | 155.5                        | 177.6                                       | +                       | 22.1       |
| 1960        | ... | 195.9                        | 222.6                                       | +                       | 26.7       |

---

\*In 1954 the compilation of trade statistics on the basis of the Standard International Trade Classification was commenced.



## EXPORTS

The following is a statement of the main exports during the last five years:

| MAIN EXPORTS               |                |  | 1956  | 1957  | 1958  | 1959  | 1960  |
|----------------------------|----------------|--|-------|-------|-------|-------|-------|
| Timber (Logs and Sawn) ... | (mil. cu. ft.) |  | 15.7  | 21.9  | 26.3  | 39.5  | 50.2  |
|                            | (million \$)   |  | 26.2  | 31.5  | 36.4  | 61.1  | 90.7  |
| Rubber ...                 | (000 tons)     |  | 19.9  | 19.9  | 20.2  | 22.9  | 22.0  |
|                            | (million \$)   |  | 40.3  | 37.0  | 32.8  | 47.0  | 49.5  |
| Copra*                     | (000 tons)     |  | 59.2  | 63.7  | 67.2  | 59.4  | 79.6  |
|                            | (million \$)   |  | 23.3  | 24.0  | 32.2  | 35.1  | 40.2  |
| Tobacco ...                | (000 lbs.)     |  | 302.9 | 298.4 | 307.8 | 530.8 | 475.8 |
|                            | (million \$)   |  | 3.4   | 2.9   | 3.6   | 5.6   | 5.3   |
| Hemp ...                   | (000 tons)     |  | 2.1   | 2.9   | 2.4   | 2.7   | 3.7   |
|                            | (million \$)   |  | 2.1   | 3.4   | 2.6   | 3.8   | 5.2   |
| Cutch ...                  | (000 tons)     |  | 4.4   | 3.4   | 3.7   | 3.7   | 4.0   |
|                            | (million \$)   |  | 2.1   | 1.4   | 1.5   | 1.5   | 1.6   |
| Dried and Salt Fish        | (000 tons)     |  | .8    | .6    | .6    | .6    | .6    |
|                            | (million \$)   |  | .9    | .5    | .6    | .5    | .7    |
| Firewood ...               | (000 tons)     |  | 13.7  | 15.2  | 13.3  | 35.8  | 28.0  |
|                            | (million \$)   |  | .3    | .3    | .2    | .7    | .6    |

\* Includes re-exports.

The following table shows percentage changes in respect of the quantity, value and average price of the principal exports during 1960 as compared with the figures for 1959:

|            |     |     | Quantity<br>per cent | Value<br>per cent | Price<br>per cent |
|------------|-----|-----|----------------------|-------------------|-------------------|
| Timber     | ... | ... | + 27.02              | + 48.61           | + 17.00           |
| Rubber     | ... | ... | — 3.74               | + 5.34            | + 9.44            |
| Copra      | ... | ... | + 34.12              | + 14.65           | — 14.52           |
| Tobacco    | ... | ... | — 10.37              | — 4.98            | + 5.99            |
| Hemp       | ... | ... | + 39.84              | + 37.77           | — 1.48            |
| Cutch      | ... | ... | + 6.33               | + 5.80            | — .50             |
| Dried Fish | ... | ... | + 6.44               | + 55.19           | + 45.80           |
| Firewood   | ... | ... | — 21.75              | — 19.71           | + 2.59            |

Timber, rubber and copra continued to be the Colony's principal exports as in the previous year. Timber exports continued to increase. The increase in the value exported during 1960 as compared with 1959 exceeded the total value exported during 1956 while the quantity increased by 10.7 million cubic feet. The quantity of rubber exported receded slightly, but the value showed a small increase. Export of copra, including re-exports showed an increase of 20,200 tons to reach another all time high. The value also showed a substantial increase.

# IMPORTS AND EXPORTS

1949 - 1960

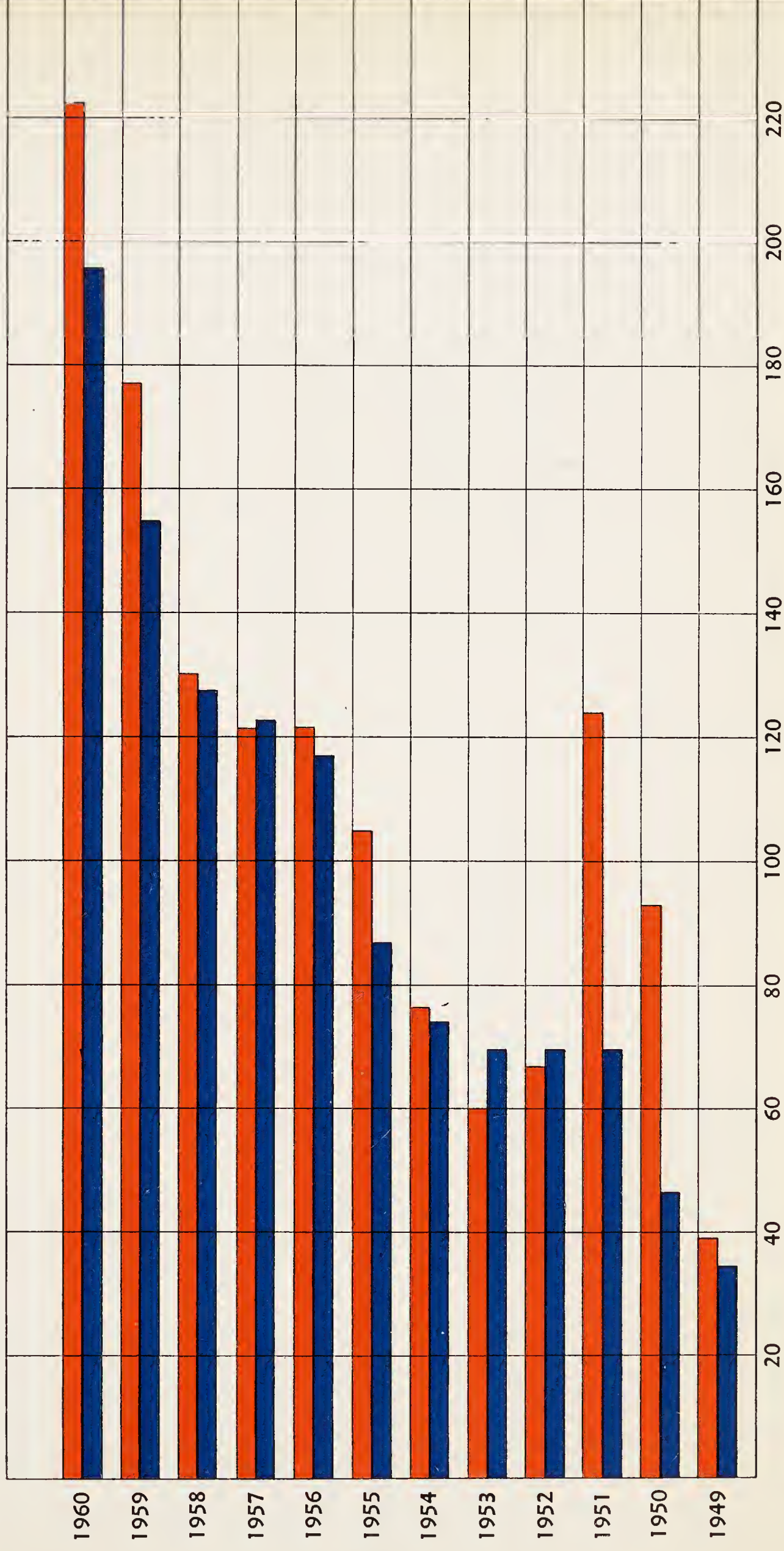
(INCLUDING RE-EXPORTS)



IMPORTS



EXPORTS



MILLIONS OF DOLLARS



# 1960 IMPORTS—EXPORTS

VALUES BY COUNTRY OF ORIGIN AND DESTINATION

IMPORTS

EXPORTS

## COMMONWEALTH COUNTRIES

HONG KONG

MALAYA

OTHER ASIA

AUSTRALIA & NEW ZEALAND

UNITED KINGDOM

## NON-COMMONWEALTH COUNTRIES

CHINA & FORMOSA

JAPAN

OTHER ASIA

NETHERLANDS

GERMANY

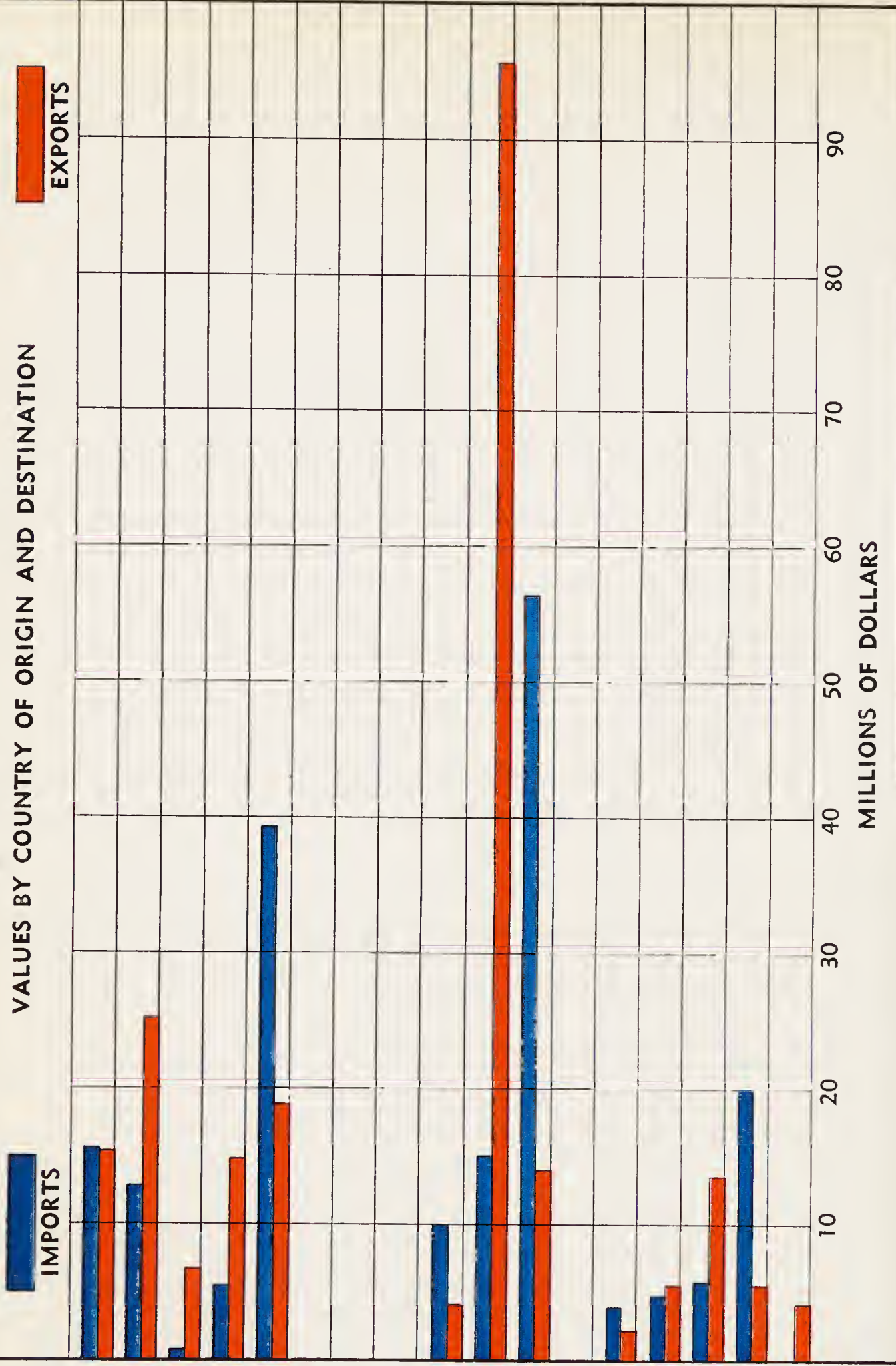
OTHER EUROPE

U.S.A.

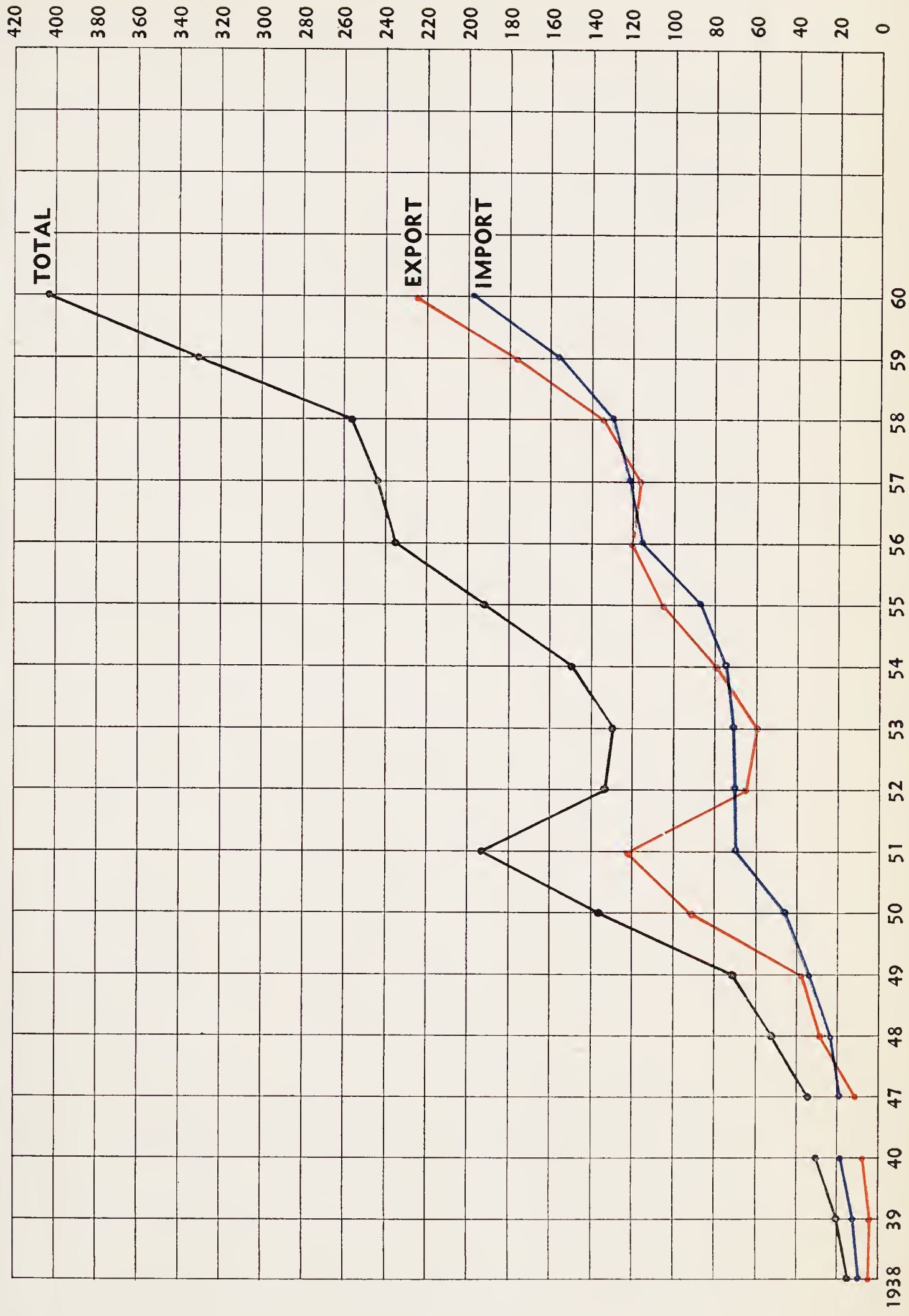
OTHER AMERICA

10 20 30 40 50 60 70 80 90

MILLIONS OF DOLLARS



## IN MILLIONS OF DOLLARS

MILLION  
DOLLARS





In spite of these very favourable figures, however, there was a steady tendency as the year progressed for the market values of both rubber and copra to decrease, and towards the end of the year the timber market, too, was considerably tighter.

The increase in the total value of exports as compared with 1959 was twenty-six per cent, and this can be attributed mostly to the very favourable state of the commodity market during the early part of the year. As the year progressed conditions became less favourable.

The great increase in the quantity of copra handled is indicative of the fact that there are still large quantities of copra in the Southern Philippines, Kalimantan and the Celebes seeking an outlet. North Borneo merchants have not been slow to take advantage of these conditions, but their success has been considerably reduced by the activity of pirates off the southern East Coast ports, and towards the end of the year by bad weather.

This year saw a very decided swing in the Barter Trade towards the Free Port of Labuan, and this fact also probably helped towards the achievement of such a high figure for copra.

The firewood market remained fairly steady, but it was completely swamped by the highly prosperous timber industry.

There was a slight drop in tobacco exports, but a considerable improvement in the hemp figures which seems to indicate that hemp is destined to replace tobacco as the Colony's fourth most valuable export commodity.

The dried and salt fish market remained steady

It remains the Government's policy to diversify the country's economy and ensure that the right crop is planted in the right soil type, and encouragement is being given to the planting of cocoa in the fertile volcanic soils of the Tawau Residency and of oil palms and tobacco in other soils. Indications are that these crops are doing well in North Borneo and will become important export commodities in the future.

Twenty-one tons of cocoa were exported during 1960. It was again well received on the London market and obtained standard Accra prices.

Considerable new areas of coconuts have been planted in the Kudat, Kuala Penyu, Sipitang and Kota Belud districts, and encouragement is being given to planting rubber in all areas.

The economy of the West Coast, in particular is still largely based on rubber the cultivation of which expanded more than any other crop in 1960. During the year 12,074 acres were newly planted whilst 1,675 acres were replanted using high yielding stocks.

It is anticipated that the effect of the planting of high yielding rubber will make itself felt on the quantity of rubber exported in 1963.



The exportation of Manila Hemp increased during the year owing to increased plantings and new areas coming into bearing. The "bunchy top" virus disease which had previously severely affected the hemp crop remained under control, but unfortunately there was a severe outbreak towards the end of the year.

### *Destination of Exports*

The following table shows the value and percentage of total value of exports declared by country of destination:

TOTAL EXPORTS BY COUNTRY OF DESTINATION

|  | 1959   |                                    | 1960   |                                   |
|--|--|------------------------------------|--|-----------------------------------|
|  | <i>Value by<br/>Country of<br/>Destination</i> | <i>Percentage<br/>of<br/>Total</i> | <i>Value by<br/>Country of<br/>Destination</i> | <i>Per-<br/>cent of<br/>Total</i> |
| Japan ... ..                                       | \$ 70,533,968                                  | 40.11                              | \$ 96,112,504                                  | 43.38                             |
| Malaya ... ..                                      | 19,390,547                                     | 11.03                              | 24,689,336                                     | 11.15                             |
| United Kingdom ...                                 | 20,038,424                                     | 11.40                              | 18,297,887                                     | 8.26                              |
| Hong Kong ... ..                                   | 11,849,347                                     | 6.74                               | 14,723,410                                     | 6.65                              |
| Australia and New Zealand                          | 9,615,449                                      | 5.47                               | 14,506,667                                     | 6.55                              |
| Other European Non-Common-<br>wealth Countries ... | 7,564,177                                      | 4.30                               | 12,912,602                                     | 5.83                              |
| Philippine Islands ...                             | 6,725,811                                      | 3.83                               | 10,755,909                                     | 4.86                              |
| Other Asian Common-<br>wealth Countries ...        | 6,656,258                                      | 3.78                               | 6,717,335                                      | 3.03                              |
| Germany ... ..                                     | 4,148,522                                      | 2.36                               | 5,024,349                                      | 2.27                              |
| U. S. A. ... ..                                    | 7,817,257                                      | 4.45                               | 4,966,983                                      | 2.24                              |
| Other American Non-Common-<br>wealth Countries ... | 2,236,857                                      | 1.27                               | 4,322,167                                      | 1.95                              |
| Other Asian Non-Common-<br>wealth Countries ...    | 1,173,017                                      | .67                                | 2,147,482                                      | .97                               |
| China and Macao ...                                | 1,188,954                                      | .68                                | 1,743,354                                      | .79                               |
| Netherlands ... ..                                 | 4,118,863                                      | 2.34                               | 1,553,973                                      | .70                               |
| Indonesia ... ..                                   | 893,512  | .51                                | 1,382,366                                      | .62                               |
| African Commonwealth<br>Countries ... ..           | 531,838  | .30                                | 1,057,860                                      | .48                               |
| Canada and British<br>West Indies ... ..           | 849,845  | .48                                | 601,383  | .27                               |
| India and Pakistan ...                             | 485,048  | .28                                | 4,460  | —                                 |
| Thailand ... ..                                    | 3,764  | —                                  | 960  | —                                 |
| Other European Common-<br>wealth Countries ...     | 500  | —                                  | 300  | —                                 |
| African Non-Common-<br>wealth Countries ...        | —  | —                                  | —  | —                                 |
|  | \$175,821,958                                  | 100.00                             | \$221,521,287                                  | 100.00                            |
| Ship and Aircraft<br>Bunkers and Stores ...        | 1,770,180                                      |                                    | 1,068,156                                      |                                   |
| Postal Articles ... ..                             | 22,684   |                                    | 29,613   |                                   |
|  | \$177,614,822                                  |                                    | \$222,619,056                                  |                                   |

The main point of interest in the destination of exports remains the overwhelming importance of Japan as a customer. Once more there was an increase in the proportion of the Colony's exports destined for that country. Similarly, there was a further decline in the proportion taken by the United Kingdom, the United States of America and the Netherlands.

There was a substantial increase in exports to other European Non-Commonwealth countries. Other changes were insignificant.

The following tables show the percentage by value of each of the principal exports taken by the several countries of destination:

|   |     |     |     | 1958<br><i>per cent</i> | 1959<br><i>per cent</i> | 1960<br><i>per cent</i> |
|---|-----|-----|-----|-------------------------|-------------------------|-------------------------|
| <i>Timber</i>                             |     |     |     |                         |                         |                         |
| Japan                                     | ... | ... | ... | 56.5                    | 64.1                    | 64.7                    |
| Australia                                 | ... | ... | ... | 20.5                    | 15.2                    | 15.7                    |
| Other European Non-Commonwealth Countries | ... | ... | ... | .4                      | .1                      | 2.5                     |
| Hong Kong                                 | ... | ... | ... | 13.8                    | 13.8                    | 11.8                    |
| Formosa                                   | ... | ... | ... | —                       | 1.9                     | 1.8                     |
| United Kingdom                            | ... | ... | ... | 3.3                     | 1.6                     | 1.2                     |
| U. S. A.                                  | ... | ... | ... | 1.0                     | 1.8                     | .8                      |
| African Commonwealth Countries            | ... | ... | ... | 3.3                     | .9                      | .6                      |
| Other Asian Non-Commonwealth Countries    | ... | ... | ... | —                       | —                       | .5                      |
| New Zealand                               | ... | ... | ... | .8                      | .3                      | .2                      |
| Malaya                                    | ... | ... | ... | .2                      | .1                      | .1                      |
| China and Macao                           | ... | ... | ... | .1                      | .2                      | .1                      |
| Germany                                   | ... | ... | ... | .1                      | —                       | —                       |
|   |     |     |     | 100.00                  | 100.00                  | 100.00                  |
| <i>Rubber</i>                             |     |     |     |                         |                         |                         |
| Malaya                                    | ... | ... | ... | 27.3                    | 30.7                    | 35.0                    |
| Japan                                     | ... | ... | ... | 29.5                    | 32.9                    | 21.1                    |
| United Kingdom                            | ... | ... | ... | 28.9                    | 15.6                    | 16.6                    |
| Other European Non-Commonwealth Countries | ... | ... | ... | 2.5                     | 11.6                    | 9.9                     |
| Germany                                   | ... | ... | ... | 3.1                     | —                       | 7.8                     |
| Hong Kong                                 | ... | ... | ... | 6.1                     | 4.1                     | 5.1                     |
| U. S. A.                                  | ... | ... | ... | 1.6                     | 3.5                     | 2.7                     |
| Canada and British West Indies            | ... | ... | ... | .3                      | 1.6                     | 1.1                     |
| Other Asian Non-Commonwealth Countries    | ... | ... | ... | —                       | —                       | .4                      |
| Netherlands                               | ... | ... | ... | .7                      | —                       | .3                      |
|   |     |     |     | 100.00                  | 100.00                  | 100.00                  |



|   | 1958<br><i>per cent</i> | 1959<br><i>per cent</i> | 1960<br><i>per cent</i> |
|---|-------------------------|-------------------------|-------------------------|
| <i>Copra</i>  |                         |                         |                         |
| Japan ... ..  | 36.4                    | 41.3                    | 62.1                    |
| Other European Non-Commonwealth<br>Countries ... .. | 11.4                    | 13.9                    | 13.4                    |
| Other American Non-Commonwealth<br>Countries ... .. | 4.8                     | 6.4                     | 10.8                    |
| United Kingdom ... ..                               | 20.9                    | 11.0                    | 4.5                     |
| China and Macao ... ..                              | 8.0                     | 2.4                     | 3.4                     |
| Netherlands ... ..                                  | 10.6                    | 9.5                     | 3.3                     |
| Germany ... ..                                      | 1.2                     | 2.9                     | 1.6                     |
| Malaya ... ..                                       | 1.3                     | 2.2                     | .9                      |
| U. S. A. ... ..                                     | 4.6                     | 9.0                     | —                       |
| India and Pakistan ... ..                           | —                       | 1.4                     | —                       |
| African Non-Commonwealth<br>Countries ... ..        | .8                      | —                       | —                       |
|   | 100.00                  | 100.00                  | 100.00                  |
| <i>Estate Tobacco</i>                               |                         |                         |                         |
| United Kingdom ... ..                               | 100.00                  | 100.00                  | 100.00                  |
| <i>Hemp</i>   |                         |                         |                         |
| U. S. A. ... ..                                     | 32.7                    | 25.9                    | 36.0                    |
| United Kingdom ... ..                               | 47.8                    | 42.1                    | 30.0                    |
| Japan ... ..  | 13.4                    | 29.4                    | 29.3                    |
| Other European Non-Commonwealth<br>Countries ... .. | 2.3                     | —                       | 3.5                     |
| Netherlands ... ..                                  | .8                      | .4                      | 1.2                     |
| Australia and New Zealand ... ..                    | —                       | 2.2                     | —                       |
| China and Macao ... ..                              | 1.9                     | —                       | —                       |
| Germany ... ..                                      | 1.1                     | —                       | —                       |
|   | 100.00                  | 100.00                  | 100.00                  |
| <i>Cutch</i>  |                         |                         |                         |
| U. S. A. ... ..                                     | 73.1                    | 61.6                    | 59.9                    |
| China and Macao ... ..                              | —                       | 13.5                    | 18.3                    |
| Japan ... ..  | 18.0                    | 13.6                    | 10.9                    |
| Other European Non-Commonwealth<br>Countries ... .. | 6.5                     | 7.5                     | 7.5                     |
| United Kingdom ... ..                               | 1.1                     | 2.2                     | 1.9                     |
| Canada ... ..                                       | .4                      | .2                      | .9                      |
| Netherlands ... ..                                  | .9                      | 1.4                     | .3                      |
| Singapore ... ..                                    | —                       | —                       | .3                      |
|   | 100.00                  | 100.00                  | 100.00                  |
| <i>Firewood</i>                                     |                         |                         |                         |
| Hong Kong ... ..                                    | 100.00                  | 100.00                  | 99.1                    |
| Brunei ... ..                                       | —                       | —                       | .9                      |
|   | 100.00                  | 100.00                  | 100.00                  |

The tables show no very great change in the destinations of North Borneo timber. Malaya once more became the best buyer of rubber with Japan falling into second place. Japan increased the proportion of copra taken with other European Non-Commonwealth countries rising to second place. Exports to the United Kingdom, United States of America and Netherlands fell. The United States took more hemp, the United Kingdom less. The destination of the exports of cutch remained fairly steady except that there was an appreciable increase in the proportion consigned to China and Macao.

## IMPORTS

The following is a statement of the main imports during the past five years:

| MAIN IMPORTS                      |     |                            | 1956         | 1957           | 1958           | 1959           | 1960            |
|-----------------------------------|-----|----------------------------|--------------|----------------|----------------|----------------|-----------------|
| Machinery                         | ... | ( — )<br>(million \$)      | —<br>10.2    | —<br>11.7      | —<br>11.7      | —<br>20.1      | —<br>30.0       |
| Provisions                        | ... | (000 tons)<br>(million \$) | 19.3<br>19.3 | 17.2<br>15.3   | 18.9<br>16.5   | 20.5<br>17.3   | 23.6<br>22.3    |
| Oils                              | ... | ( — )<br>(million \$)      | —<br>5.6     | —<br>5.0       | —<br>4.5       | —<br>16.7      | —<br>15.8       |
| Metals                            | ... | (000 tons)<br>(million \$) | 10.1<br>8.6  | 8.4<br>8.9     | 8.9<br>8.3     | 11.3<br>10.2   | 14.9<br>12.1    |
| Tobacco, Cigars<br>and Cigarettes | ... | (000 lbs.)<br>(million \$) | 730.4<br>4.3 | 1,654.8<br>8.9 | 1,806.1<br>9.8 | 2,022.2<br>9.7 | 2,793.6<br>12.8 |
| Textiles and<br>Apparel           | ... | ( — )<br>(million \$)      | —<br>8.3     | —<br>6.1       | —<br>5.3       | —<br>6.1       | —<br>9.2        |
| Rice                              | ... | (000 tons)<br>(million \$) | 19.2<br>8.3  | 17.9<br>8.0    | 21.9<br>10.0   | 18.6<br>7.9    | 21.0<br>8.4     |
| Vehicles                          | ... | ( Nos. )<br>(million \$)   | 5,329<br>3.3 | 4,072<br>3.6   | 4,340<br>4.2   | 5,786<br>4.8   | 8,107<br>7.4    |
| Sugar                             | ... | (000 tons)<br>(million \$) | 7.1<br>2.6   | 7.4<br>3.8     | 8.5<br>3.3     | 8.6<br>3.0     | 10.1<br>3.5     |
| Building Materials                |     | (000 tons)<br>(million \$) | 29.2<br>2.8  | 29.0<br>3.3    | 29.0<br>3.1    | 26.9<br>2.8    | 25.7<br>2.8     |

The most conspicuous feature of the list of main imports is the further great increase in the value of machinery imported, clearly reflecting the increasing speed of the development of the Colony. The continued prominence of oil imports confirms this fact, while the increase in the number of vehicles imported bears witness to the travel mindedness of the people, the increasing use of the present roads and the need for more and better highways.



The increases in the values of provisions, textiles and apparel, rice, tobacco, cigar and cigarettes and sugar demonstrate that 1960 was a prosperous year with an increased standard of living for all.

The importation of building materials remained unchanged indicating a steady rate of building development in the Colony.

### *Source of Imports*

The following table shows the value and percentage of total value of imports declared by Country of Origin:

TOTAL IMPORTS BY COUNTRY OF ORIGIN

|   |     | 1959                                      |                                    | 1960                                      |                                      |
|---|-----|---|------------------------------------|---|--------------------------------------|
|   |     | <i>Value by<br/>Country of<br/>Origin</i> | <i>Percentage<br/>of<br/>Total</i> | <i>Value by<br/>Country of<br/>Origin</i> | <i>Per-<br/>centage of<br/>Total</i> |
| United Kingdom                            | ... | \$ 31,770,659                             | 21.00                              | \$ 39,311,324                             | 20.68                                |
| Indonesia                                 | ... | 20,107,902                                | 13.29                              | 25,035,815                                | 13.17                                |
| U. S. A.                                  | ... | 14,681,191                                | 9.70                               | 20,045,231                                | 10.55                                |
| Philippine Islands                        | ... | 17,742,379                                | 11.73                              | 18,440,201                                | 9.70                                 |
| Hong Kong                                 | ... | 12,067,531                                | 7.98                               | 15,912,186                                | 8.37                                 |
| Japan                                     | ... | 9,527,142                                 | 6.30                               | 14,448,002                                | 7.60                                 |
| Malaya                                    | ... | 10,360,817                                | 6.85                               | 12,237,629                                | 6.44                                 |
| Thailand                                  | ... | 8,880,961                                 | 5.87                               | 9,589,023                                 | 5.04                                 |
| Australia and New Zealand                 | ... | 4,441,134                                 | 2.94                               | 5,733,898                                 | 3.02                                 |
| China and Macao                           | ... | 4,726,572                                 | 3.11                               | 5,721,729                                 | 3.01                                 |
| Other European Non-Commonwealth Countries | ... | 4,204,654                                 | 2.78                               | 5,230,323                                 | 2.76                                 |
| Formosa                                   | ... | 3,240,095                                 | 2.14                               | 4,297,559                                 | 2.26                                 |
| Germany                                   | ... | 2,807,088                                 | 1.86                               | 4,044,374                                 | 2.13                                 |
| Netherlands                               | ... | 3,099,219                                 | 1.05                               | 3,319,757                                 | 1.75                                 |
| India and Pakistan                        | ... | 1,718,753                                 | 1.14                               | 3,275,060                                 | 1.72                                 |
| Canada and British West Indies            | ... | 412,418                                   | .27                                | 937,934                                   | .49                                  |
| African Commonwealth Countries            | ... | 345,814                                   | .23                                | 792,979                                   | .42                                  |
| Other Asian Non-Commonwealth Countries    | ... | 264,860                                   | .17                                | 463,745                                   | .24                                  |
| Indo-China                                | ... | 85,788                                    | .06                                | 195,360                                   | .10                                  |
| African Non-Commonwealth Countries        | ... | 100,099                                   | .07                                | 149,446                                   | .08                                  |
| Other American Non-Commonwealth Countries | ... | 92,090                                    | .06                                | 103,467                                   | .05                                  |
| Other European Commonwealth Countries     | ... | 36,093                                    | .02                                | 14,330                                    | .01                                  |
|   |     | <hr/>                                     |                                    | <hr/>                                     |                                      |
|   |     | \$151,296,480                             | 100.00                             | \$190,079,951                             | 100.00                               |
| Postal Articles                           | ... | 4,064,447                                 |                                    | 5,608,800                                 |                                      |
| Ships' Stores and Specie                  | ... | 152,992                                   |                                    | 205,228                                   |                                      |
|   |     | <hr/>                                     |                                    | <hr/>                                     |                                      |
|   |     | \$155,513,919                             |                                    | \$195,893,979                             |                                      |

The pattern of import trade was again not greatly changed as compared with the previous year. It is, however, noticeable that there was a substantial increase in importations from the United States of America and Japan. The former is due to the relaxation of import controls, and the latter is a particularly welcome development in view of the extent of exports from the Colony to Japan. There was, in addition, a not inconsiderable increase in the imports from Germany indicating the increasing importance of that country in world commerce.

### *Transit Trade*

The transit trade along the whole coast of the Colony during the year totalled approximately 89,161 tons compared with approximately 102,734 tons during 1959.

The trade is restricted mainly to Labuan and covers principally oil field equipment and supplies destined for Brunei and Northern Sarawak and timber from Sarawak.

## GENERAL

### *Control of Imports and Exports*

The direct importation of goods from Japan remained subject to quota, but funds available were such that restriction was virtually nominal, a fact which was illustrated by the considerable increase in imports from Japan during the year.

The direct importation of goods from the United States dollar area having been largely liberalised, only a small number of highly specialised goods remained under licence. The considerable increase in direct imports of American goods during the year was the direct effect of liberalisation.

Goods of United States dollar and Japanese origin were imported freely from Singapore and under licence from Hong Kong, but in view of liberalisation, control was again nominal.

The importation of rice remained subject to licence. Import licences are issued by the Commissioner of Trade and Customs under a quota scheme administered by the Food Controller. No other foodstuff is subject to quota.

The export of certain commodities, particularly strategic materials, is prohibited except under a licence issued by the Commissioner of Trade and Customs.

### *Customs Administration*

The Department of Trade and Customs is administered by the Commissioner of Trade and Customs and has its Headquarters in the new Custom House, Jesselton, which was opened in June.

Assistant Commissioners control the stations at Labuan, Jesselton, Sandakan and Tawau. At Lahad Datu and Semporna the District Officer and Assistant District Officer, assisted by



Customs Staff act as Officers-in-Charge of Customs. At Kudat a Customs Officer (Special Grade) runs the station and at Sipitang, Weston, Bakapit and Wallace Bay the stations are run by Customs Officers. At Sindumin and Mempakul, District Clerks assist with the Customs work.

### *Sufferance Wharves*

Sufferance Wharves are in use at Morrel Bluff, Kunak, Bohayan Island, Silam, Salibokan, Tanjong Sakar, Jambongan Harbour, Batu Tinagat, Pavitt Point, Pulau Berhala, Karamunting and Balong Apas. The object of declaring sufferance wharves is to facilitate the export of timber and the importation of oil by allowing the loading and discharging respectively of these commodities at places which are not legal ports of entry.

Customs officers from the nearest station attend ships working at these places.

### *Legislation*

The Department of Trade and Customs continued to be responsible for the administration of the Customs Ordinance (Cap. 33) and the Liquors Revenue Ordinance (Cap. 73) and the Regulations and Orders thereunder.

The Excise Ordinance (No. 18 of 1959) was introduced on 17th December, 1959, as were the necessary Regulations and Orders, but no Excise licence was taken out during the year.

### *Labuan*

Since September, 1956, the island of Labuan has enjoyed the privileges of Free Port status, under which no export duty and no import duty is paid except on intoxicating liquors, tobacco, cigars, cigarettes and petroleum products. Merchants on the island, headed by the Free Port Guild of Labuan, continued their endeavours to increase the importance and usefulness of the island as an entrepot port.

During the year there was a considerable increase in the quantity of timber loaded for export, particularly to Europe and Australia, at Labuan. The timber originates in the Brunei Bay area and Northern Sarawak.

Also, towards the end of the year there was a marked swing in the Barter Trade towards Labuan making it a copra loading port of considerable importance.

### *Barter Trade*

The Barter Trade continued at the ports of Tawau and Sandakan. It was also conducted with considerable success at Lahad Datu and Semporna. Some trade fell to Kudat and a little

to Jesselton. During the course of the year a considerable proportion of the Barter Trade was deflected to Labuan, the attraction being the Free Port status, with a corresponding loss of trade to the older Barter Trade Ports.

The main commodity imported is copra, but seashells, sugar, coffee, rubber, jelutong, pepper, damar, and other items of native produce are also imported. Cigarettes, textiles, wearing apparel, mangrove bark, machinery and various other manufactured and consumer goods are exported in exchange.

Originally, the craft used to convey the Barter Trade goods were all native vessels, but as time has passed these have been largely replaced by larger locally built vessels powered by marine diesel engines.

The Barter Trade on the southern East Coast has been considerably harrassed by pirates who have so far escaped suppression. Action intended to liquidate them continues.



## Chapter 6: Production

### LAND UTILISATION AND OWNERSHIP

#### *Land Utilisation*

THE area of the Colony is 29,388 square miles, of which the greater part is covered with jungle, unpopulated and without communications other than jungle tracks and rivers negotiated with difficulty. The greater part of the population is settled in the West Coast and Interior Residencies. The East Coast, apart from the centres of Sandakan, Tawau, Lahad Datu, Semporna and its islands, and the riverine villages of the Labuk and Kinabatangan rivers, is largely uninhabited.

All unalienated land is the property of the Crown. Forest reserves at present constitute 4,122.45 square miles, but will in due course be increased to approximately 5,397 square miles when the present programme of reservation is completed. Land reserved for use by natives as communal grazing grounds, village sites, burial grounds and other purposes amount to 45,382 acres and includes the Bingkor Provisional Native Reservation of 35,150 acres in the Interior. Reserves for public purposes total 12,580 acres. Concessions for oil and certain mineral rights cover the island of Labuan and 1,000 square miles of the main land. Oil exploration rights have also been granted over territorial waters and the continental shelf off the West Coast.

A table at Appendix IV gives the details of the planted acreages of the main crops of the Colony by Districts. These figures, particularly that of hill padi in the Interior, are not based on a full and detailed survey, and entire accuracy is not claimed for them. Extensive pasture areas for cattle and buffalo exist in the Kota Belud district and in the Keningau Plain. Large areas of undeveloped land, which were alienated under the British North Borneo (Chartered) Company's early policy of encouraging the entry of capital by granting large concessions (but without the safeguard of cultivation clauses) are a matter of continuing concern to Government. The enactment of legislation which would ensure such land being developed within a reasonable time was under consideration during the year.

The problem of shifting cultivation, involving as it does the destruction of appreciable areas of valuable timber and, in over populated areas, the progressive erosion of the top-soil, still remains. In the long term the solution is clearly to induce those hill natives who still practise shifting cultivation to adopt a more settled form of agriculture in the lowlands. This must necessarily be a slow process, but there are indications, particularly among

the Dusuns and Lundagas of the Interior that, given forceful leadership and Government assistance, hill natives are willing to adopt a more settled form of agriculture.

During the year land development at the local level was handled by Land Utilisation Committees which have now been set up in all districts. These committees, on which all interested Government Departments are represented, are intended to ensure that land development is properly planned in the early stages and that land is put to the best possible use. District Land Utilisation Committees are subject to general direction by the Colony Natural Resources Committee, which met on two occasions during the course of the year.

### *Land Settlement*

The Keningau Plain development scheme continued to make good progress. During the year nine miles of road were constructed into the rubber areas south of the Baiayo river and a further one and a quarter miles were completed north of the river to enable further land to be opened up in 1961. Work on the construction of irrigation channels and checkdrops progressed well. By the end of the year 217 pre-surveyed ten-acre blocks for rubber planting had been allocated and seventy-nine surveyed land applications of varying sizes had been taken into the scheme. A total of 8,065 acres of rubber was planted in the scheme area during the year and extensive cash cropping was carried out in the cleared areas. In the Baginda extension area 161 three-acre blocks have been allocated to settlers and eighty-three acres of wet padi planted. The majority of the settlers are hill Dusuns who previously practised shifting cultivation.

In Kudat the number of land applications awaiting survey at the beginning of the year had become so great that it was decided to break new ground and carry out the survey by aerial photography. Twenty survey parties were concentrated in the district for a period of three months during which time 3,552 lots covering 36,000 acres were marked on the ground, forty trig stations were cleared and beacons, and twenty-six and a half miles of control traverses run to provide a basis for ground control. With the assistance of the Royal Air Force the area was photographed between the 17th and the 21st of May. The results, except in a few areas where ground marking had not been completed, were most successful and by the end of the year 433 Provisional Leases and Field Registers based on the photographic plans had been prepared. Thanks both to the co-operation of the Royal Air Force and to the efforts of the District Officer and his staff it has been possible to prove beyond doubt that cadastral mapping by aerial survey is a practical proposition.



At Biah near Keningau, a settlement scheme designed for a group of Tenom Chinese and consisting of fifty lots of fifteen acres each was surveyed. In the Montenior valley, near Beaufort, where a road has been constructed, three blocks comprising over 360 acres were surveyed for rubber planting.

Elsewhere in the Colony survey staff were fully occupied in dealing with arrears of land applications. During the year 7,068 land applications covering 80,000 acres were surveyed, most of them for high yielding rubber. The number of applications for land awaiting survey at the end of the year was 17,836, a figure which shows little change from the corresponding one for 1959.

### *Land and Surveys Department*

The Lands and Surveys Department is headed by a Director, assisted by a Deputy, with headquarters in Jesselton. District Survey Offices under the control of a District Surveyor were maintained during the year at Jesselton, Sandakan, Tawau, Keningau and Labuan.

At the end of 1960 the staff of the Department, in addition to the Director and the Deputy Director included eight District Surveyors, three Assistant District Surveyors, six Senior Survey Assistants and sixty Survey Assistants. Office staff included one Survey Superintendent, one Chief Draughtsman, and fifty-four Draughtsmen/Computers.

The field staff of the Survey Assistant grade are mostly prismatic compass surveyors and probationers under departmental training prior to being sent out to the field. One of the four Survey Assistants training in Australia under the Colombo Plan qualified during the year. One Survey Assistant is undergoing similar training in New Zealand. One draughtsman completed a course of training in Australia and one is being trained in New Zealand.

During the year the Department held its first in-service training course for survey assistants. Theoretical and practical training was given to fifteen students, including eight recruits, in theodolite, engineering and aerial survey ground control surveying.

### *Mapping*

In January, 1960, a senior photogrammetrist of the Lands and Survey Department, New Zealand, arrived in the Colony to supervise the formation of a Mapping Section of the Department and to train local staff. Five draughtsmen were selected for training on the Multiplex Unit which had been donated by the New Zealand Government and four assistant surveyors were trained on ground control work, including courses in the use of altimeters





*(Happy Photo Service).*  
Countess Mountbatten addressing the St. John Brigade parade at the  
Central Government Offices, 20th February, 1960.







and Tellurometers, two of which had been given to the Department by New Zealand. To supplement the Multiplex Unit a Wild A8 stereoplotter with an electronic recording device was purchased and installed.

With the aid of the Multiplex and Wild A8 machines, twenty square miles of the Keningau Plain have been mapped at a scale of ten chains to an inch and a start has been made on the cadastral mapping of the Kudat area at four chains to an inch. The Ranau town area has been mapped at twelve chains to an inch and the Ulu Bongawan-Ulu Kimanis area at sixteen chains to an inch by Zeiss Stereotope.

#### *Survey Party from the Directorate of Overseas Surveys*

The surveyor from the Directorate of Overseas Surveys was engaged during the latter part of the year on providing ground control for the aerial mapping of the Labuk valley. He was assisted by personnel from the Lands and Surveys Department and from the Royal Engineers.

#### *Land System*

The Colony's land system is, broadly speaking, based on the principles of the Torrens system of registration of titles to and dealings in land. The main activity of the Survey Section is the execution of cadastral surveys to guarantee titles to Crown land alienated to lessees. Other activities include the preparation of town and village plans, the planning of land development schemes, surveys connected with projected road building programmes approved by Government, and topographical mapping. The Land Section supervises the administration of the Land Ordinance and the collection of land revenue.

The total land revenue collected by the Department during the year was \$2,635,151.69 compared with \$2,419,423.91 in 1959. This revenue was derived principally from land rents \$1,318,687.33 and premiums on leases \$761,032.51. The total expenditure of the Department, including special expenditure, was \$1,344,933.14 as compared with \$1,020,200.00 in 1959.

#### *Legislation*

The present land laws of the Colony of North Borneo are contained in the Land Ordinance (Cap. 68), which since February, 1953, has also been applied to the island of Labuan. There are two forms of tenure in the Colony: ordinary leasehold available to anybody, and title by entry in the Register of Native Titles confined to Natives. Under the provisions of the Land Ordinance the Residents are Collectors of Land Revenue within their Residencies, and District Officers and Assistant District Officers are Assistant Collectors of Land Revenue and Deputy Registrars of Titles in their districts.



All dealings in land are required to be registered under the provisions of the Land Ordinance. Registration of dealings in land held by entry in the District Registers of Native Titles and Field Registers is done locally by the Assistant Collectors of Land Revenue, but dealings in all other forms of title must be registered by the Registrar of Titles at Jesselton.

Natives are normally granted title to their lands by entry in the District Register of Native Titles. Title by entry in the Register of Native Titles confers upon the registered owner a permanent, heritable and transferable right of use and occupancy in his land, subject only to the general provisions of the Land Ordinance and to the duty of preparing his padi fields and of participation in the performance of works of common benefit. Dealings in land held by entry in the Register of Native Titles between natives and non-natives are prohibited. Land held by entry in the Register of Native Titles may, however, be sold to a non-native with the prior consent of the Resident.

No leases for Town or Country lands are now granted for more than ninety-nine years. Rent on land held under Native Title is fifty cents per acre per annum. Rent on Country Leases is one dollar per acre per annum for the first six years, four dollars per acre per annum for the next four years and six dollars per acre per annum thereafter. In the case of land expressly alienated for wet rice cultivation, rebates are so arranged that, provided the land is planted with rice during the year, the rent per acre payable by the owner of the land is only fifty cents.

### *Dealings in Land*

The number of dealings in land registered in the office of the Director of Lands and Surveys during 1960 was 2,767 as compared with 2,543 dealings registered in 1959. Details of the dealings registered are as follows:

| <i>Nature of Dealings</i>                                     |     |     |     | 1959  | 1960  |
|---|-----|-----|-----|-------|-------|
| Charges   | ... | ... | ... | 685   | 580   |
| Satisfaction of Charges                                       | ... | ... | ... | 342   | 429   |
| Surrenders of Titles  | ... | ... | ... | 214   | 195   |
| Transfers   | ... | ... | ... | 1,085 | 1,211 |
| Orders in respect of deceased registered proprietors of lands | ... | ... | ... | 118   | 93    |
| Various, not otherwise classified                             | ... | ... | ... | 99    | 259   |
| TOTAL   |     |     |     | 2,543 | 2,767 |

### *Land Ownership*

The area held under Native Title, excluding Native Reserves is approximately 150,525 acres. Generally speaking, the land occupied by Natives is rice land, land carrying fruit trees interspersed with secondary undergrowth, bamboo, sago, coconuts or rubber, or land bearing coarse grass or any combination of these.

Natives living in the hills and practising shifting cultivation do not hold titles to the land they occupy and cultivate. The Land Ordinance has provision for the settlement of Native customary rights to land, but, in fact, all littoral districts in the Colony have long been settled.

Excluding town areas, non-indigenous inhabitants hold leases for approximately 555,791 acres. Of this approximately 205,000 are European owned, the balance being occupied by Asians, the majority of whom are of Chinese descent. The European-owned land is generally used for such large-scale commercial crops as rubber, tobacco, Manila hemp and, more recently cocoa and oil-palms, but a substantial proportion of the total area remains unplanted. The land occupied by Asians is generally used for rubber, coconuts, rice and vegetable gardens.

### *Town Planning*

The Central Town and Country Planning Board, which is constituted under the Town and Country Planning Ordinance (Cap. 141) enacted in 1950, consists of five *ex-officio* and five other persons to be nominated by the Governor. The Secretary for Local Government is the Chairman of the Board with a senior officer of the Lands and Surveys Department acting as Technical Adviser and Chief Executive Officer in his capacity as Town Planner.

The Board held five meetings during the year. The subjects discussed included amendments to the Jesselton, Sandakan, Tawau and Labuan Town Plans and the planning of the Kundasan area near Kinabalu where the creation of a memorial park has been proposed.

## AGRICULTURE

The year has been noteworthy for the maintenance of production of rubber and padi at a high level, while interest has increased in planting cocoa and oil palms. More capital has been available both from overseas and, largely as a result of the successful year for timber producers, from residents wishing to invest in agriculture. There are at the same time encouraging signs of smallholders playing a larger part in land development through co-operatives and settlement schemes.

Soil surveys have continued, providing more knowledge on the Labuk Valley and on land considered suitable for oil palms near Beaufort.

### *Rice*

Thanks to good weather and the development of irrigation schemes the 1959-60 padi crop was the best on record, with an estimated yield of 64,900 tons (equivalent to 40,200 tons of rice).



Wet padi accounted for 50,000 tons of this total from an area of 46,000 acres of which some 17,000 acres were irrigated. The major irrigation areas are at Tuaran and Papar on the West Coast. Further reclamation work was carried out at Tuaran to expand the area of irrigated padi. The 1960-61 crop was planted under good weather conditions and shows promise of another satisfactory harvest.

### *Rubber*

Roughly eighty per cent of the Colony's rubber is grown in the West Coast and Interior Residencies. Replanting and new planting of high-yielding material has continued chiefly in these areas but with increasing interest shown in the East Coast. By the end of 1960 the total acreage of rubber was 172,000 acres of which 96,400 acres were worked by smallholders and the remainder by estates of over 250 acres. The acreage of high-yielding rubber by the end of the year was 68,100 or approximately forty per cent of the total.

Most of this has been planted since 1955 and a small proportion has come into tapping. Exports, however, remained at the 1959 level with a total of 22,034 tons; the stimulation of high prices throughout most of the year was offset to some extent by severe "wintering" in February and March. The price of rubber in Jesselton rose from \$1.11 per lb. at the beginning of the year to \$1.27 $\frac{5}{8}$  per lb. in May but fell to eighty cents per lb. at the end of the year.

The Rubber Fund Board, with funds derived from a cess on all exported rubber, continued to produce high-yielding material for issue to smallholders and estates. This year eleven seedling nurseries produced some 1 $\frac{3}{4}$  million clonal seedlings. Twenty nurseries were planted up with the object of supplying enough plants for 11,000 acres in 1961. Large quantities of budwood were available for supply to those who bud their own seedling rubber in the field.

### *Coconuts and Copra*

Re-exports of copra under the barter trade from Indonesia and the Philippines increased this year. In an effort to reduce the ravages of pests, field hygiene was improved in Tawau though this still leaves much to be desired elsewhere. New planting has continued in the main coconut areas of Tawau and Kudat. Total exports of coconuts and their products during 1960 were:

|             |     | Quantity     | Value      |
|-------------|-----|--------------|------------|
|             |     |              | \$         |
| Copra       | ... | 79.676 tons  | 40,240,242 |
| Coconut oil | ... | 34.6 tons    | 31,158     |
| Fresh nuts  | ... | 1.28 million | 136,028    |

The figures for copra include 64,465 tons valued at \$32,601,240 imported and re-exported in the barter trade.

### *Tobacco*

Darvel Tobacco Plantations Limited, the only tobacco estate in the Colony, suffered severely from floods on their Segama Estate but increased their acreage at Kalumpang. The incidence of pests reduced the quality of their cigar wrapper leaf, total exports amounting to 460,695 lb. valued at \$5.28 million; this compares with exports of 517,644 lb. valued at \$5.6 million in 1959.

Smallholder production, mostly in the West Coast and Interior Residencies is used almost entirely for local cheroots and pipe tobacco.

### *Abaca*

Abaca (Manila hemp) is produced entirely in the Tawau Residency chiefly on Table and Mostyn Estates. The total acreage is 4,500 of which 4,000 acres are under mature hemp. Exports amounted to 3,746 tons of fibre valued at \$5.18 million compared with 2,679 tons valued at \$3.76 million exported in 1959.

Following an increase in the incidence of the aphid-borne virus disease "Bunchy-top" early in the year, inspection and eradication measures amongst wild and cultivated bananas in surrounding areas were intensified; results were satisfactory though there was again a disturbing increase on Table Estate at the end of the year. A new fibre extraction machine from Japan was tried out and shows promise, producing a fibre akin to that extracted by hand methods, with a higher extraction rate.

### *Cocoa*

The growth of cocoa planted in the last few years on basaltic soils near Tawau remains excellent, though there has been some insect borer damage. New plantings this year bring the total acreage to some 2,800, almost doubling the area of 1959. Some twenty-one tons of local cocoa were exported, the quality being very satisfactory. Interest in this crop continues both with local and immigrant planters.

### *Oil Palms*

Growth of the young oil palms at Mostyn Estate was very good and a further 850 acres were planted during the year bringing the total to 1,050 acres. The crop appears to come into bearing in three years, necessitating the building of a factory earlier than at first planned. The small trial plot at Limbawang near Beaufort has grown well and following a soil survey of the Klias peninsula it is considered that there is scope for both estate and smallholder production in the area. Further interest has arisen near Sandakan, where Messrs. Unilever have acquired a 10,000 acre estate near the mouth of the Labuk river.



*Coffee*

Concern has been felt by coffee growers at the steady drop in world coffee prices, especially in the lower grades, which resulted in the local price falling to \$50.00 per cwt. against a price of \$90.00 per cwt. in January, 1960 and \$160.00 in January, 1959. Trials of wet pulping are being conducted to improve quality.

Exports (including re-exports) amounted to some 181 tons in 1960, the main producing district being Tenom.

*Fruit and Vegetables*

Although a wide variety of tropical fruit is grown, supplies are generally short. Agricultural Stations are helping to meet the keen demand from the public for young trees of known varieties.

Production of temperate vegetables in the highlands near Mount Kinabalu has increased. The vagaries of weather and communications have caused some alternation of gluts and shortages but considerable quantities of cabbage and fair supplies of tomatoes and lettuce of good quality have reached Jesselton and other main centres, amounting to some 100 tons during the year.

*Other Crops*

Maize, tapioca, sago, groundnuts and soya beans are important crops grown chiefly in the Interior Residency for local consumption.

*Staff and Policy*

The establishment of the Department of Agriculture during the year consisted of the Director, Assistant Director and Administrative Assistant at headquarters with an Agricultural Extension Branch of six Agricultural Officers, three Assistant Agricultural Officers, ten Senior Agricultural Assistants, ten Agricultural Assistants and twenty-three Junior Agricultural Assistants, in addition to clerical staff, messengers and two non-established women Junior Agricultural Assistants. The Agricultural Research Branch (established under a Colonial Development and Welfare Scheme) consists of one Senior Research Officer and six Research Officers, four Senior Agricultural Assistants, nine Agricultural Assistants and thirteen Junior Agricultural Assistants, in addition to office staff, messengers and laboratory boys. The Animal Husbandry Branch staff consists of a Senior Veterinary Officer, one Assistant Veterinary Officer, five Senior Veterinary Assistants, three Veterinary Assistants and fourteen Junior Veterinary Assistants. The Co-operative Branch staff consists of a Co-operative Officer, a Clerk-Auditor and four Co-operative Assistants, while that of the Fisheries Branch consists of an Assistant Fisheries Officer, two Fisheries Assistants and three Junior Fisheries Assistants.

There was no change in agriculture and livestock policy, which aims at increasing the production of economic crops, foodstuffs and livestock. Implementation of this policy depends, in addition to general extension work and propaganda in developed areas, on soil surveys, crop trials and land planning in undeveloped areas, the control of pests and diseases and research into all branches of local agriculture, animal husbandry and fisheries, to provide the knowledge for sound future development.

### *Agricultural Stations*

Following the approval of a grant of £181,000 in 1959 from the Colonial Development and Welfare Fund for Agricultural Research Stations, detailed plans were drawn up for the development of a Central Station at Tuaran and a Cocoa Research Station at Quoin Hill, near Tawau. The grant covers ninety per cent of the capital costs and sixty-five per cent of the recurrent costs of the Scheme.

Tuaran Station was expanded to 160 acres by the purchase of some of the neighbouring holdings, and plans were drawn up for a comprehensive range of laboratories, offices and quarters. The Station at Quoin Hill comprises 530 acres, of which some 119 acres have been planted with cocoa trials and observation plots. A start was made with the building of quarters and labour lines. Three research officers were seconded to the Scheme, one has been newly appointed and three more are expected next year. Supporting staff are being recruited locally.

With the opening of stations at Sandakan and Keningau there are now ten small "extension" stations in addition to the two research stations mentioned above, and a number of trial plots mainly to investigate the growth of cocoa on different soil types. Investigations during the year included work on the early budding of rubber and the agronomy of padi, cocoa, oil palms, fruit and vegetables.

### *Agricultural Education*

Rural training centres were in operation at Tuaran, Tawau and Limbawang Agricultural Stations, providing courses of roughly one month to between twelve and twenty smallholders at a time. At the end of the year one course was held at Kundasan. A total of 228 smallholders were trained at all these centres during the year.

The Rubber Fund Board trained 1,600 young people during the year in budgrafting, and many visits to agricultural stations have been arranged for schools.

Illustrated advisory leaflets are prepared at Headquarters, a variety of subjects being covered during the year. Posters have been produced by the departmental artist for use at Agricultural Shows where 'live' exhibits are also staged.



By courtesy of the Director of Agriculture, Sarawak, two women and one male Junior Agricultural Assistants were sent for a 9-months' course in basic agricultural, and two other Junior Assistants attended a 6-months' course in extension work in Sarawak. The Hong Kong Government provided 6 months' training in marine fishing to a Fisheries Assistant.

Under the auspices of the Colombo Plan two members of the Department studied for degrees in Australia and one in New Zealand, while one Agricultural Assistant attended a 6-months' course in Canada in aerial photo-interpretation and map-making. One of the Senior Agricultural Assistants attended a 2-month' course in India to study agricultural extension methods.

### *Pests and Diseases*

Pests of coconuts were troublesome during the year in Kudat and Tawau districts. In Kudat some spraying with B. H. C. was carried out in an attempt to control the *Setora* moth but general plantation hygiene there still leaves much to be desired. In Tawau an intensive campaign in the latter part of the year succeeded in cleaning up the majority of breeding sites of the Rhinoceros beetle amongst coconut plantations.

"Bunchy Top" disease of abaca which had increased at the end of last year on Table Estate was reduced by intensification of inspections and eradication of bananas in the surrounding areas, though towards the end of the year outbreaks were still occurring. Demonstrations of padi pest control by spraying with dieldrin were carried out in the West Coast. Using baits poisoned with zinc phosphide the number of wild pigs was reduced in parts of Kudat district, though in Sandakan Residency pigs are still a hindrance to agricultural development. A small outbreak of the oriental Migratory Locust which occurred near Kudat in November was rapidly brought under control.

### *Soil Surveys*

A joint drainage and soil survey was carried out in the Klias Peninsula over some 30,000 acres, from which it was found that over 20,000 acres contained alluvial soils or alluvium overlying peat. The area between the Padas River and the Klias river contains some 10,000 acres of fertile soils which given drainage should be very suitable for oil palm; of this roughly 6,000 acres are at present unoccupied and the remainder could be further developed by existing smallholders.

Surveys continued in the Labuk Valley both west of Telupid and north and east of Kiabau. The Kiabau area shows great promise of development with some 3,000 acres of irrigable padi land and possibly 10,000 acres of basaltic soils west of the nearby Labuk river. Trial plots have been prepared near Kiabau on basaltic soils to test the growth of cocoa and oil palms.

Surveys are being carried out north and south of the new road running westwards from Sandakan.

### *Agricultural Census*

Following the visit of a Japanese expert of the Food and Agriculture Organisation from August, 1959 to January, 1960, planning of the agricultural census of North Borneo and of Sarawak on a sample basis was undertaken. A second pilot census was conducted at Tuaran in March providing useful data for the design of the full census. Assistance was given to Sarawak in the agricultural census conducted there in August. In the population census carried out in North Borneo, three extra questions were asked of all householders, to provide a basic framework for the agricultural census due to take place early in 1961. From these questions some interesting preliminary information was obtained. For example, of the 92,291 households covered by the population census, fifty-six per cent owned more than half an acre of land; these "agricultural" households operated some 272,000 acres of land, almost half of which lay in the 5 to 25-acre group of holdings. These preliminary figures will be examined in more detail when the final census is completed in 1961.

### *Co-operative Development*

Considering the limited staff of the Co-operative Branch encouraging progress was made during the year, the second during which legislation has been in operation. Twenty new societies were registered bringing the total to thirty-four with a combined membership of 2,458 as at 31st December, 1960.

Subscribed share capital amounted to \$53,523; members' deposits \$10,355; and reserve funds \$1,933. Business turnover during the year was \$271,327, made up of sales of produce \$185,445, goods sold to members \$61,420 and payment for society services (e.g. milling charges or transport) \$24,462. Loans granted to members totalled \$6,827 and loan repayments \$1,093.

A feature of the new registrations was the number of Co-operative Land Development Societies. Twelve such societies, all but one being in Sandakan Residency, have applied for blocks of land covering some 15,000 acres in all. The intention is to subdivide into some 1,000 individual holdings after each society area, and its housing, has been laid out and permanent crops planted. A further society is negotiating purchase of leased land which members have been renting.

Other co-operative activities include: buffalo rearing and sale of meat; buffalo grazing; sale of pork, vegetables and fish; transport; rice and coffee milling; padi savings/storage; group rubber processing/marketing; general purpose village stores for group



commodity purchasing and sale of produce; a Government office retail store and mid-day canteen and an urban Thrift and Loan Society of Government officers in Labuan.

Fifteen of the Societies are situated in the Sandakan Residency, fourteen in the West Coast Residency, four in the Interior Residency and one in Labuan District.

Twenty of the Societies have predominantly Native membership, eleven Chinese and three are multi-racial.

The North Borneo Credit Corporation has so far approved loans to six societies totalling \$73,250. Of this sum \$40,000 had been drawn by the end of the year. A further loan of \$55,000, approved in principle for the land purchase society, has still not been drawn pending completion of sale.

#### ANIMAL HUSBANDRY

The total domestic livestock population remained substantially unchanged in 1960, the estimated number being as follows:

|           |     |     |     |           |
|-----------|-----|-----|-----|-----------|
| Ponies    | ... | ... | ... | 4,000     |
| Cattle    | ... | ... | ... | 25,000    |
| Buffaloes | ... | ... | ... | 100,000   |
| Pigs      | ... | ... | ... | 100,000   |
| Goats     | ... | ... | ... | 25,000    |
| Poultry   | ... | ... | ... | 4,000.000 |

The number of animals slaughtered in local abattoirs was:

|         |     |     |     |        |
|---------|-----|-----|-----|--------|
| Cattle  | ... | ... | ... | 1,396  |
| Buffalo | ... | ... | ... | 4,397  |
| Pigs    | ... | ... | ... | 38,982 |

There was a keen demand for crossbred pigs and poultry which are produced in limited numbers at agricultural and veterinary stations.

Under the auspices of the Colombo Plan an Australian expert in artificial insemination visited the Colony for six weeks early in the year and inaugurated trials of the introduction of European cattle breeds by means of deep frozen semen from Australia. This work was carried out mainly at the Sabrang cattle farm at Keningau, at Tawau and in Jesselton. Aberdeen Angus semen was used with the object of improving the beef breed and to a lesser extent Jersey semen to improve milking strains. Some 100 cows were artificially inseminated with the former and eight with the latter semen. By the end of the year five crossbred Aberdeen calves had been born.

Six Anglo-Nubian goats were imported this year for cross-breeding trials.

### *Disease*

North Borneo has remained free of major epizootics such as rinderpest, foot-and-mouth disease, contagious bovine pleuropneumonia, anthrax, rabies and swine fever. Quarantine regulations have been strictly enforced. No cases of *surra* have been observed since 1956, though routine blood examination of the Colony's ponies continues.

Ranikhet, fowl pox and coccidiosis continue to be major diseases of poultry. Some 206,000 birds were vaccinated against ranikhet during the year and 20,000 against fowl pox. Diagnostic and investigational work has continued at the Veterinary Laboratory.

### DRAINAGE AND IRRIGATION

Irrigation works generally for the assistance of the rice cultivators and drainage whether in town or country are the responsibility of the Drainage and Irrigation Branch of the Public Works Department.

During 1960 work was concentrated on improvements to the large schemes at Papar and Tuaran and the commencement of the irrigation works connected with the new Keningau Development Scheme.

The investigations which were commenced last year in the Labuk Valley, the Klias Peninsula, Tuaran and Kota Belud were continued and expanded. Additional new surveys were undertaken in Tenom, Tawau, Jesselton and the Padas Valley. Some 8,000 acres of land were contoured on good quality survey and a further 42,000 acres had received preliminary control survey by the end of the year. In addition the Colony-wide investigation of major water resources, flood hydrology, and tidal outfall conditions was further expanded by the installation of another thirteen recording stations bringing the total number of these to seventy-seven. The Branch works in close liaison with the Survey Department and the Meteorological Branch of Civil Aviation; it is now adequately staffed in numbers although quite a few members are still under training for specialised work. The layout of the Keningau Plain Irrigation Scheme was completed and detailed working drawings were finalized.

Working in close co-operation with the Divisional Engineers the Branch assisted in the preparation and execution of the Maintenance and Capital Works programmes in Klias, Keningau, Papar, Tuaran and Kota Belud. The Irrigation schemes at Papar and Tuaran again operated successfully but due to uneven rainfall distributions much more water was required this year. The Papar-Benoni drainage works coped successfully with heavy runoff from the surrounding hills and no serious flooding occurred.



As a result of deepening the main drains and improvements to the outfall the Klias Stage I scheme showed further improvement while the pilot Irrigation Scheme at Baginda was further extended. Ultimately it is planned that Baginda will become part of the larger Keningau Plain scheme of which mention was made earlier.

## FORESTS

*The Forest Estate*

Some eighty per cent of the total area of the Colony remains under forest which may be classified as follows:

| <i>Class of Forest</i>                                   | <i>Ownership<br/>(areas in square miles)</i> |                       |                        | <i>Total area<br/>in square<br/>miles</i> |
|--|--|-----------------------|------------------------|---|
|  | <i>Crown</i>                                 | <i>Com-<br/>munal</i> | <i>Alien-<br/>ated</i> |   |
| (1) Productive or potentially productive Dipterocarp ... | 9,761  | —                     | 239                    | 10,000                                    |
| (2) Productive fresh-water swamp ...                     | 250  | —                     | —                      | 250                                       |
| (3) Mangrove ...   | 1,100  | —                     | —                      | 1,100                                     |
| (4) Inaccessible Dipterocarp (mostly mountainous) ...    | 8,200  | —                     | —                      | 8,200                                     |
| (5) Montane ...  | 1,600  | —                     | —                      | 1,600                                     |
| (6) Secondary, not under current shifting cultivation    | 2,500  | —                     | —                      | 2,500                                     |
| TOTAL ...  | 23,411                                       | —                     | 239                    | 23,650                                    |

During the year the following new Forest Reserves were constituted:

|                   |               |
|-------------------|---------------|
| Gunong Lumaku ... | 207,360 acres |
| Kretam ...        | 140,800 „     |
| Babanga ...       | 68 „          |
| Membalua ...      | 175 „         |
| TOTAL ...         | 348,403 „     |

In addition, the following Reserves, not yet finally constituted, were preliminarily notified:

|                               |               |
|-------------------------------|---------------|
| Kalabakan Extension No. 2 ... | 576,000 acres |
| Paitan ...                    | 176,640 „     |
| Malua ...                     | 86,400 „      |
| Lamag ...                     | 41,600 „      |
| Kretam Extension ...          | 46,080 „      |
| Deramakot ...                 | 133,760 „     |
| Koyah ...                     | 126,080 „     |
| Sungei Manangol ...           | 121,600 „     |
| TOTAL ...                     | 1,308,160 „   |

The Segaliud-Lokan Forest Reserve, 425,600 acres, remained under preliminary notification throughout the year.

The following areas of constituted forest reserve were de-reserved:

|                       |        |             |
|-----------------------|--------|-------------|
| Ulu Kalumpang (Part)  | ...    | 6,065 acres |
| Madai-Baturong (Part) | ...    | 390 „       |
| Tamparuli (Part)      | ... .. | 21 „        |
| TOTAL                 |        | 6,476 „     |

All the de-reserved areas were released for agricultural development. The Klias proposed Forest Reserve, 11,520 acres, was also withdrawn. Areas totalling approximately  $1\frac{1}{2}$  million acres have been proposed for further forest reservation, and investigation of these proposals continued during the year. At the close of the year, fourteen per cent of the land area of the Colony was under constituted Forest Reserve and a further 9.2 per cent under preliminary notification.

### *Forest Policy and Legislation*

The forest policy of the Colony is as follows:

- (a) to reserve permanently for the benefit of the present and future inhabitants of the country, forest land sufficient—
  - (i) for the maintenance of the climatic and physical condition of the country, the safe-guarding of water supplies and soil fertility and the prevention of damage to rivers and agricultural land by flooding and erosion;
  - (ii) for the supply in perpetuity at reasonable rates of all forms of forest produce required by the people for agricultural, domestic and industrial purposes;
- (b) to manage the Forest Estate with the object of obtaining the highest revenue compatible with sustained yield, insofar as this is consistent with the two primary objects set out above;
- (c) to provide the technically trained staff necessary for forest management and revenue collection, and for research into such problems as can be investigated locally;
- (d) to support and co-operate with all appropriate schemes of regional forest research;
- (e) to accept the principle that security of tenure and long-term planning are essential for the successful management of the Forest Estate;
- (f) to foster, by education and propaganda, a real understanding among the people of North Borneo of the value of forests to them and their descendants.



The Forests Ordinance (Cap. 169) and Forests Rules, 1954, remained in force throughout the year. The Forests Rules were amended by *Gazette* Notification No. S 64 of 1st March, 1960 under which red seraya, majau and white seraya were raised from Class C to Class B and ramin was raised from Other Timbers to Class B. A further amendment to the Rules was made by *Gazette* Notification No. S 173 of 15th December, 1960, under which selangan batu merah was down-graded from Class B to Other Timbers and gagil from Class B to Class C. In addition, the royalty rates were raised from twenty-five to twenty-eight cents per cubic foot for Class A and from seven to ten cents per cubic foot for Other Timbers in round form. The converted timber royalty rates for these timbers were similarly raised to be equal to twice the royalty rate on round timber in each case.

### *Forest Management*

The inland forest reserves continued to be worked under the uniform system with natural regeneration from advance growth. The rotation is eighty years, the yield control being by area, and each timber concession being constituted as a separate felling series. Felling is carried out to an eight feet obligatory girth limit, though the lessee is permitted to take trees down to six feet in girth and even lower should he desire to do so.

Four concession agreements remained in force and three new concession agreements were nearly ready for signature at the close of the year. With the exception of the Segaliud-Lokan Forest Reserve, which is part of the British Borneo Timber Company's concession, all concession areas were finally constituted as forest reserves by the end of the year. The number of former annual licensees operating under special licence as a preliminary to the issue of concession agreements increased to eight, two new licences being issued during the year.

Negotiations for the issue of three special licences to cover once-and-for-all logging of land required for alienation at Apas-Balung, Mostyn and Kolapis took place during the year, but the issue of licences was not completed. The concession agreement covering mangrove forests from Marudu Bay to Semporna continued to be renewed on a year to year basis, felling being controlled by a simple minimum girth system. The boundaries of the Mount Cochrane, Lema'as and Kawang Forest Reserves were re-demarcated during the year.

The Forest Cartographer was on leave for nearly six months of the year, and the Cartography Branch was fully occupied with the preparation of new maps for new Forest Reserves and the compilation of control maps for concession and special licence working. A course in aerial forest inventory, held under the

auspices of the Food and Agricultural Organisation of the United Nations during the latter part of the year, also occupied the Cartographer's staff for a considerable period of time.

### *Protection*

A total of 146 (119 in 1959) cases were dealt with departmentally, and fines totalling \$16,224.17 (\$10,953.50) were imposed an average of \$111.12 per case. In addition, timber worth \$99,194.61 was confiscated and released on payment of the value plus royalty. Twelve cases were taken to Court and convictions were obtained in all cases, fines totalling \$1,896 being imposed. Seven of the cases taken to Court were for felling of primary forest for shifting cultivation on the West Coast.

The stealing of tengar bark ceased to be of importance except in the Sandakan South District, where 686 bundles of bark were confiscated by the Police.

### *Silviculture*

There was a light but widespread fruiting of Dipterocarps during the year, the only areas from which fruiting was not reported being the southern part of the Tawau District and the Beaufort District. As usual, urat mata was the main species found in fruit, but red and yellow serayas, some species of keruing and selangan batu merah also fruited. Illipe nuts fruited at Beluran.

Poison girdling of relics continued in exploited stands immediately after final felling in the forests worked under concession agreement and special licence. A total of 27,075 (26,096 in 1959) acres was treated at a total cost, including poison, of \$144,646 (\$128,590), or \$5.34 (\$.93) per acre. The cost per acre for labour alone was \$4.29. The poison used to treat 14,858 acres was sodium arsenite at a concentration of two pounds per gallon of water; a total of 35,125 pounds of sodium arsenite was used, an average of 2.4 pounds per acre. The average cost of sodium arsenite was thirty-seven cents per pound. The remaining 12,217 acres of girdling was carried out with 2-4-D butyl ester at a concentration of two per cent for 5,530 acres and four per cent over 6,687 acres, in diesolene, using a frill girdle. The four per cent solution was introduced during the last quarter of the year since the kill with two per cent appeared to be uncertain. The amount of butyl ester used was 9,176 gallons, an average of 1.3 gallons per acre. The cost of two per cent butyl ester mixture in diesolene was \$1.30 per gallon and that of the four per cent solution \$1.84 per gallon. Butyl ester, even at a concentration of four per cent continues to give an uncertain kill, and at the close of the year a decision was made to use only sodium arsenite in future.



### Exploitation

The production of timber during the year rose by 37.5 per cent to a total of 59,647 (43,345,622 in 1959) cubic feet Hoppus. Over ninety per cent of the production was from timbers of the family Dipterocarpaceae, including the red and yellow serayas (*Shorea* spp.), white seraya (*Parashorea malaanonan*), kapur (*Dryobalanops* spp.), keruing (*Dipterocarpus* spp.) and selangan batu (hard-wooded *Shorea* and *Hopea* spp.). Of the non-Dipterocarps belian (*Eusideroxylon zwageri*), merbau (*Intsia* spp.), ramin (*Gonystylus* spp.) and jongkong (*Dactylocladus* spp.) are worthy of mention, but the total volume produced was relatively small.

The timber industry consisted at the end of the year of four large oversea concessionaires—The British Borneo Timber Company Limited, The North Borneo Timbers Limited, The Bombay Burmah Trading Corporation Limited, and Kennedy Bay Timber Company Limited), eight local firms working on special licence as a preliminary to the conclusion of concession agreements, and some sixty local firms who were working under annual licence. Approximately seventy-four per cent of the total timber production during the year came from the existing and prospective concession holders.

Mechanisation of the timber industry continued and some 103 tractors were imported for timber working during the year. Yarding is now carried out almost entirely by tractor, though Kennedy Bay Timber Company still continue to use high lead yarding, and a few small hand logging operations are still in existence. Mobile yarding and loading machines continued in operation at the British Borneo Timber Company's concession at Kalumpang, and at Kalabakan, where the Bombay Burmah Trading Corporation plans to extend the use of high leading methods as operations reach steeper country.

Sixty-one sawmills and one veneer mill were licensed at the end of the year, and cut 5,207,561 (4,434,936 in 1959) cubic feet of logs to produce 2,746,560 (2,286,653) cubic feet of converted timber. Details of production by Districts are as follows:

|                |     | No.<br>of Mills | Input (cu. ft.<br>Hoppus) | Outturn (cu. ft.<br>as measured) | Recovery<br>per cent |
|----------------|-----|-----------------|---------------------------|----------------------------------|----------------------|
| Tawau ...      | ... | 9               | 1,246,067                 | 621,693                          | 50                   |
| Sandakan ...   | ... | 14              | 2,367,216                 | 1,275,529                        | 54                   |
| Lahad Datu ... | ... | 10              | 568,106                   | 263,045                          | 46                   |
| West Coast ... | ... | 29              | 1,026,172                 | 586,293                          | 57                   |
| TOTAL ...      | ... | 62              | 5,207,561                 | 2,746,560                        | 53                   |

The Sandakan veneer mill commenced production during the year and produced over 9½ million square feet of veneer ranging from one-twenty-fourth to one-eighth inch thickness.





*(Broadcasting and Information Department).*

Sir William Goode, accompanied by Lady Goode, driving past cheering crowds of school-children after landing at Labuan as Governor-Designate, 19th April, 1960.







The production of forest products other than timber was as follows:

| <i>Class of Produce</i> | 1959             | 1960             |
|-------------------------|------------------|------------------|
| Firewood ...            | 1,506,598 pikuls | 1,187,472 pikuls |
| Charcoal ...            | 33,453 pikuls    | 34,528 pikuls    |
| Cutch ...               | 3,748 ton        | 4,106 tons       |
| Birds' Nests ...        | 344 pikuls       | 321 pikuls       |

Exports of minor forest produce were as follows:

| <i>Class of Produce</i>               | 1959            |              | 1960            |              |
|---------------------------------------|-----------------|--------------|-----------------|--------------|
|                                       | <i>Quantity</i> | <i>Value</i> | <i>Quantity</i> | <i>Value</i> |
|                                       |                 | \$           |                 | \$           |
| Veneer sheet (cu. ft.)                | —               | —            | 67,161          | 478,954      |
| Firewood (pikuls) ...                 | 601,089         | 689,722      | 470,347         | 553,758      |
| Charcoal (pikuls) ...                 | 2               | 22           | —               | —            |
| Cutch (tons) ...                      | 3,721           | 1,516,405    | 3,956           | 1,604,282    |
| Damar (tons) ...                      | 2,563           | 823,378      | 2,271           | 791,535      |
| Birds' Nests (pikuls)                 | 280             | 177,054      | 362             | 176,201      |
| Illipe Nuts (tons) ...                | 564             | 494,153      | 47              | 36,345       |
| Other minor forest produce (tons) ... | 3,917           | 468,363      | 2,714           | 363,847      |

Firewood and charcoal were produced almost entirely from the mangrove forests, using the species bakau and bangkita (*Rhizophora* spp.), beus (*Bruguiera* spp.), and tengar (*Ceriops* spp.).

The demand for cutch continued to increase and production rose considerably during the year.

### Trade

Timber exports continued to rise during the year, as the following figures show:

#### EXPORT OF LOGS AND BAULKS FROM NORTH BORNEO COMPARATIVE QUANTITIES AND VALUE BY DESTINATION

| <i>Destination</i>           | 1959                        |                | 1960                        |                |
|------------------------------|-----------------------------|----------------|-----------------------------|----------------|
|                              | <i>Quantity</i>             | <i>Value</i>   | <i>Quantity</i>             | <i>Value</i>   |
|                              | (cu. ft.<br><i>Hoppus</i> ) | (F.O.B.)<br>\$ | (cu. ft.<br><i>Hoppus</i> ) | (F.O.B.)<br>\$ |
| Australia ...                | 3,656,553                   | 7,120,821      | 4,876,137                   | 11,014,648     |
| Formosa ...                  | 796,111                     | 1,160,406      | 929,721                     | 1,658,034      |
| Hong Kong ...                | 7,324,129                   | 8,124,053      | 9,194,390                   | 10,518,314     |
| Italy ...                    | —                           | —              | 1,087,439                   | 2,127,690      |
| Japan ...                    | 25,733,451                  | 39,090,449     | 32,052,666                  | 58,737,815     |
| Korea ...                    | —                           | —              | 192,353                     | 428,575        |
| New Zealand ...              | 88,890                      | 174,168        | 59,312                      | 137,015        |
| South Africa ...             | 111,436                     | 199,465        | 94,058                      | 182,016        |
| United Kingdom               | 281,807                     | 560,881        | 320,364                     | 791,976        |
| U. S. A. ...                 | 289,747                     | 718,763        | 134,478                     | 317,021        |
| Others*                      | 163,219                     | 244,129        | 170,889                     | 260,868        |
| TOTAL ...                    | 38,445,343                  | 57,393,045     | 49,111,807                  | 86,173,972     |
| Average price per cubic foot | \$1.49                      |                | \$1.75                      |                |

\*Includes China, France, Germany, Holland, Sarawak and Singapore.



EXPORT OF SAWN TIMBER FROM NORTH BORNEO  
COMPARATIVE QUANTITIES AND VALUES BY DESTINATION

| <i>Destination</i>              | 1959  |   | 1960  |   |
|---------------------------------|---|---|---|---|
|                                 | <i>Quantity</i><br>( <i>cu. ft. as measured</i> ) | <i>Value</i><br>( <i>F.O.B.</i> )<br>\$ | <i>Quantity</i><br>( <i>cu. ft. as measured</i> ) | <i>Value</i><br>( <i>F.O.B.</i> )<br>\$ |
| Australia ...                   | 531,590   | 2,167,348                               | 677,275   | 3,207,197                               |
| Formosa ...                     | 31  | 140                                     | —   | —                                       |
| Hong Kong ...                   | 240,356   | 287,277                                 | 131,732   | 203,434                                 |
| Japan ...                       | 508   | 1,622                                   | 2,070   | 2,690                                   |
| New Zealand ...                 | 2,952   | 15,083                                  | 2,633   | 16,561                                  |
| South Africa ...                | 86,969  | 320,163                                 | 90,353  | 372,094                                 |
| United Kingdom                  | 85,704  | 423,348                                 | 50,111  | 281,274                                 |
| U. S. A. ...                    | 100,553   | 409,926                                 | 103,077   | 410,433                                 |
| Others* ...                     | 13,013  | 45,755                                  | 15,621  | 81,527                                  |
| TOTAL ...                       | 1,061,676   | 3,670,662                               | 1,072,872   | 4,575,210                               |
| Average price<br>per cubic foot |   | \$3.46                                  |   | \$4.26                                  |

\*Includes Canada, Denmark, Germany, Indonesia, Malaya, Holland, Philippines, and Sarawak.

EXPORT OF TIMBER — LOGS AND SAWN — IN TERMS OF  
SAWN TIMBER, THOUSANDS OF CUBIC FEET

|      |     |     |     |        |
|------|-----|-----|-----|--------|
| 1947 | ... | ... | ... | 1,567  |
| 1948 | ... | ... | ... | 2,860  |
| 1949 | ... | ... | ... | 3,064  |
| 1950 | ... | ... | ... | 3,265  |
| 1951 | ... | ... | ... | 2,535  |
| 1952 | ... | ... | ... | 2,741  |
| 1953 | ... | ... | ... | 4,512  |
| 1954 | ... | ... | ... | 9,202  |
| 1955 | ... | ... | ... | 11,403 |
| 1956 | ... | ... | ... | 13,566 |
| 1957 | ... | ... | ... | 18,913 |
| 1958 | ... | ... | ... | 22,672 |
| 1959 | ... | ... | ... | 34,015 |
| 1960 | ... | ... | ... | 43,169 |

[Based on the formula  $6/7$  (logs + actual volume sawn)]

The timber grading and inspection branch of the Forest Department measured, graded or inspected 22.2 million cubic feet of timber for export during the year, a rise of 0.7 million cubic feet compared with 1959. The total fees collected for these services amounted to \$182,701 (\$203,754).

### *Export Markets*

Japan, Hong Kong and Australia continued to be the three main consumers of North Borneo timbers. Italy came up into fourth place, displacing Formosa. Exports to other markets were small. The most outstanding feature of the year was the continued expansion of timber exports to Japan.

*Japan.* Trade in logs to Japan—North Borneo's largest and most accommodating market—was maintained at a high level during the first four months of the year, with prices reaching their peak in March/April. Thereafter, the market became badly overstocked, prices began to slide and quantitative restrictions were imposed for the main discharging ports in Japan. The recession continued until the end of September, by which time stocks were reduced to controllable levels. Prices, however, did not rise appreciably with increased demand in November and December, and at the close of the year appeared to have stabilised at about eight cents a cubic foot below the peak price. The Japanese export plywood market did not show any indication of reviving and the bulk of the log purchases were manufactured for home consumption.

*Hong Kong.* Trade in logs and sawn timber followed the usual pattern for this market. In the early part of the year supplies did not match demand and consequently prices rose. From April onwards, when the market in Japan for the lower grades declined, supplies were diverted to Hong Kong and prices fell rapidly. There was a slight improvement in October which was not maintained.

*Australia.* Following the withdrawal of import restrictions in April, demand for both logs and sawn timber was excellent. However, there was excessive buying and the market became overstocked about September, and following the re-imposition of financial restrictions in November, orders were being deferred until 1961.

*Europe.* It is clear that the political unrest and other difficulties in equatorial Africa have caused European buyers to seek some of their supplies from Borneo. This has only been made possible by favourable freight rates on charter vessels. Italy showed considerable interest in logs, while a few small shipments went to France, Germany and Holland. There was a slight increase to the United Kingdom.

*Formosa.* This market maintained its promise during the first half of the year, but fell off completely afterwards, due, it is understood, to licensing difficulties.

*Other Markets.* These included United States of America, South Africa, New Zealand, Singapore and Sarawak. Veneer sheets totalling 9,541,281 square feet were exported to South Africa.



*Research*

The Forest Botanist spent 208 days on tour, visiting Kinabalu, Mount Templer, Mount Alab, Mount Lucia, Mount Silam, Sungei Kapur (near Evans Island), the whole length of the Kinabatangan Valley, and many other forests. Some 3,000 new specimens were collected, including 554 Dipterocarps. The Sandakan herbarium\* now contains about 20,000 specimens; 4,501 sheets were mounted during the year and 2,151 duplicates were received from other herbaria, mainly Brunei, Sarawak and Bogor; 257 duplicates were distributed and 644 determinations were received in return. Some 300 new authenticated wood samples were added to the collection. The North Borneo Forest Record of Common Dipterocarp trees was not completed during the year, but field descriptions of 125 species have been prepared; twenty-five new species of Dipterocarp have been discovered in the Colony as a result of the intensive field work carried out recently, and the total number of Dipterocarps now recorded from the Colony is about 150. Preliminary studies were continued for the Forester's Flora of North Borneo to include the non-Dipterocarp trees.

Research in general followed the new research programme which was drawn up at the beginning of the year. The year's work was completed in most cases, and a number of new projects started. An attempt to decentralise research work by allotting specific tasks to District Forest Officers was made during the year so that the professional training of the Divisions II and III staff of the Department might be more fully utilised.

Experiments of shade requirements of Dipterocarp seedlings were finalised and indicate that they appreciate shade when young but after about one and a half years full light is beneficial. Counts in recruitment plots made after the seed fall during the year showed that below a single tree of urat mata between 10,000 and 20,000 seedlings per acre are recorded. The study of the composition of virgin jungle continued in permanent plots; a new virgin jungle reserve was made in the Segaliud-Lokan Forest Reserve.

Arboricide trials continued, but no tree poison as effective as sodium arsenite has yet been found.

Thinnings were undertaken in two area research plots and a clinal design for thinning plots has been adopted from research in Kenya. Measurements of the increment of advanced growth in logged forest indicate a considerable increase in growth over that recorded in natural forest, indicating that the retention of advanced growth at the time of girdling may well be warranted. Pre-logging treatment of eight kinds was given in a sample plot at Lungmanis in order to investigate the value of pre-treatment before final felling. An area logged ten years ago but not treated was sampled to give an indication of whether treatment was now necessary or

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\* The herbarium was regrettably destroyed by fire in January, 1961.



desirable, but the logging proved to have been so incomplete that no results of general application were obtained. Studies of climbers at Lungmanis indicated a stocking of about fifty per acre over one-inch in diameter. Cutting was found to kill the suspended part of the plant and shooting from the basal portion can be controlled by poisoning.

The Mile eight Plantations, Sandakan, were maintained and enlarged. Plots of *Ochroma pyramidalis*, *Maesopsis eminii*, *Cordia alliodora* and *Pinus caribaea* were planted from imported seed as well as small numbers of other species. In addition, six plots of promising indigenous trees were planted. Seedlings being raised include *Araucaria cunninghamii*, *A. bidwillii*, *A. klinkii*, *P. caribaea*, *P. khasya*, *Teminalia superba*, *Tabebnia rosea*, *Gmelina arborea*, *Cratevia* sp., etc. Seeds of *Triplochiton*, *Aucoumea*, Teak and *Simarouba* are on order. Many plants were distributed for town planting as well as for trial planting in Tawau and on the West Coast. Plants of *Agathis borneensis* were successfully sent to Queensland.

Small plots to test *Pinus caribaea* on soil types that might be available for reafforestation have been established on the West Coast and in the Tawau District. To date *Pinus caribaea* is the most promising plantation species. A note on height-girth relationships was sent to the Malayan Forester for publication, and all linear sample plots due for re-measurement were re-measured. Two area sample plots were heavily thinned, the basal area being reduced by about one-half; good increments with no thinning continued to be shown to the age of five years, although falling trees were a factor in reducing the increments somewhat in one of the plots by damaging large regeneration. The use of relascopes was developed and they are expected to be of great use in thinning to specified basal area limits. Reports on the timbers of *Parashorea malaanonan* and *Shorea waltonii* were received from the Forest Products Research Laboratory, and samples of keruing, bawang hutan and belian were sent to the Timber Development Association for salt water piling tests. A needleworm larvae from yellow seraya was identified by the Forest Products Research Laboratory as *Brenthidae*, and a local powder post beetle in red seraya as *Minthea rugicollis*.

### Education

Four Forest Guards attended the annual course at the Forest School, Kepong, Malaya; all passed successfully. Two courses for Forest Guards were held at the Sandakan Forest School; fifteen students attended.



*Administration*

The Sandakan Forest District was divided into the Sandakan North and Sandakan South Forest Districts, with effect from April, 1960. The indications are that this division, though it has enabled the two District Forest Officers to tour their charges more effectively, still results in the Sandakan South District being too heavy a charge for one officer.

The Kudat Forest District was down-graded to a Range with effect from 15th December, 1960, and placed under the direct control of the Divisional Forest Officer, Jesselton.

The post of Senior Assistant Conservator was up-graded to Division I and redesignated Deputy Conservator with effect from 1st January, 1960.

*General*

Mr. C. Swabey, Forestry Adviser to the Secretary of State for the Colonies, spent a fortnight in October touring the Colony. The Food and Agricultural Organisation Training Centre in Aerial Forest Inventory, Part II, was held at Sandakan during October.

Mr. E. J. H. Corner, F.R.S., University of Cambridge, visited the Colony during August in connection with a proposed Royal Society expedition to the Kinabalu area next year.

*Game*

No progress was possible with the revision of the Wild Animals and Birds Preservation Ordinance, 1936, and the Conservator continued to exercise control over the issue of licences to capture and keep orang hutan and gibbons and to take protected birds only. The shooting of wild animals within Forest Reserves was, however, closely controlled by the Forest Department.

The Kota Belud bird sanctuary for the protection of migratory wild fowl was gazetted in January.

Two orang hutan were confiscated in the Lahad Datu District, one in the West Coast Division, and three newly captured gibbons were licensed in the Tawau District. Two convictions for the illegal shooting of deer were obtained, one at Bandau and the other in the Sandakan South district.

## FISHERIES

*Marine Fisheries*

Increased interest has been shown by overseas fishing concerns in the waters around North Borneo. Deep sea trawling has been successful off Marudu Bay, off Sandakan, in Darvel Bay and off Semporna, and the export of chilled, frozen and dried fish amounted to some 850 tons in 1960. The total exports of marine products were valued at \$1.82 million.



Two companies have investigated prawning grounds during the year. Two new methods of fishing were in operation: rod-and-line fishing with live bait for tuna, and the purse-seine, both by a Japanese company which operates a 3,000-ton factory ship at Si-Amil Island.

### *Fresh Water Fisheries*

Eighteen fish ponds covering a total of six acres were constructed and stocked during the year. The total number of such ponds by the end of the year was 678, with a total water area of fifty acres; these are mostly in the Interior Residency. Total production was estimated at twenty tons in 1960. A total of 5,500 fry were distributed by the Fisheries Branch from the central fry-breeding station at Tuaran. The yield of Tilapia in 'monosex' culture increased from 1,600 to 1,900 katis per acre this year, as a result of improvement in technique. Artificial hatching of fertilized eggs of the Gorami was attempted but was unsuccessful, but the yield of fry under natural conditions was good.

The Assistant Fisheries Officer was granted a fellowship by the United States Natural Science Foundation to study and write up, in collaboration with Dr. Rober F. Inger, the fresh water fish of North Borneo at the Chicago Natural History Museum.



## Chapter 7: Social Services

### EDUCATION

#### *General Review*

IN 1960, the first phase of the scheme for using English as the medium of instruction in native education was put into operation. This scheme is in direct response to a request by Native Chiefs and has the approval of the Board of Education. In 1960, seventeen specialist teachers of English, recruited from neighbouring countries, started work in ten Government Primary Schools, most of which are in the Interior Residency where the need is greatest. These specialists teach English in Government Primary Schools, and also run evening, week-end and holiday classes for both native and Chinese teachers within reach of their centres.

The scheme is being organized by a specialist in the teaching of English whose services were obtained from Australia under the Colombo Plan. Through the generosity of the Nuffield Foundation, funds were provided in 1959 to obtain seven specialist teachers of English from the United Kingdom and one of these arrived in 1960 to work under the Colombo Plan expert as a regional supervisor. The Government of Canada, also under the Colombo Plan, made available a specialist English teacher to work in the Chinese schools in Jesselton and to train teachers of English.

In August, a seminar was held in Jesselton to discuss methods of teaching English as a second language and particularly the method being employed in the scheme, which is adapted from that used in Australia to teach English to New Australians. An officer of the Commonwealth Office of Education of Australia, an American expert of considerable standing from Manila, an officer of the Bureau of Public Schools of the Philippines and the Deputy Director of Education from Sarawak attended the seminar as observers.

It is hoped that when the standard of English of both teachers and pupils reaches a satisfactory level, English will be introduced to replace Malay as the medium of instruction in Government Primary Schools. Malay will be taught as a second language when so desired. The majority of pupils come from homes which use an indigenous language other than Malay.

Under the Scheme for Voluntary Service Overseas, eight student volunteers from English public schools came to North Borneo in 1959 to teach, especially English, for twelve months before returning to pursue higher studies. After a very successful



year during which *inter alia*, they organized expeditions of local youths into the Interior and worked for the administration on the census, these eight students returned to England, and a second contingent of six, including two girls arrived to take their places. Of these the two girls were posted to Jesselton, two boys to Tenom and two to Kudat.

The two-year in-service teacher training course which began in 1959 at Kent College was continued in 1960. The aim of this course is to provide both academic as well as practical training to teachers with long service who for various reasons were not able to take the regular full-time training course.

In 1960, under the Government School building programme, nineteen classrooms were completed and the work of three more was well advanced. The Government Junior Secondary School at Tawau moved into its new buildings. Work on the first stage of the Government Chinese Primary School at Sandakan was almost complete at the end of 1960. The buildings consist of twenty-six classrooms. Another eighteen classrooms are expected to be completed in the middle of 1961. Work on the Government Junior Secondary School at Kudat was half finished. During the year, eleven teachers' quarters were also completed.

The total number of schools in 1960 was 381. Of these, twelve have both primary and secondary sections, four have both junior and full secondary courses and four have primary, junior secondary, and full secondary sections. The total enrolment was 50,763 and of this number, 12,607 were in Government Schools. The number of teachers engaged in all schools was 1,762 an increase of 289 over 1959.

The full Board of Education, set up in 1956 to advise the Governor on education policy, met once in 1960. Much of its work, however, was performed during the year by standing and special committees. The members of the Board represent all interests, creeds and races in North Borneo, and the majority of them are unofficials. The Director of Education is a member of the Board and its chief executive officer. During the year, the Board continued to work for the introduction of English in rural schools. At the same time, a special committee, appointed to consider the future and welfare of the teaching profession, met and reported.

In the fifteen school areas, Local Education Committees have met regularly. The committees, always composed mainly of unofficial members, represent a variety of races, creeds, and trades or professions. They have provided valuable assistance and advice to both the Board of Education and the Education Department especially regarding the opening and building of schools.

The North Borneo Schools Examinations Board in 1960 carried on its task of conducting Colony-wide examinations at both primary and junior secondary levels. During the year the



North Borneo Chinese Senior Middle Schools Examination was introduced. This is a test for pupils who have had six years of Chinese secondary education.

A Syllabus Board was founded in late 1959 on the advice of Professor M. J. Wantman of the Education Testing Service, Princeton, U.S.A. In 1960, many syllabuses in both primary and secondary schools were drafted or revised. The Board is fully representative of all schools and its general terms of reference are to undertake the work of establishing common syllabuses and curricula for all schools in North Borneo.

### *Literacy*

The table given in Appendix VI is based on figures in the 1951 Census, since the figures taken in the 1960 Census are still in the process of compilation. In 1951 there were only 219 schools; in 1960 the number reached 381, consequently the literacy figures should show a considerable increase.

### *The Educational System*

The schools in North Borneo provide both primary and secondary education. They are divided into Malay, English and Chinese according to the medium of instruction used. Malay schools offer only primary education. The course is six years, at the end of which pupils can take the Primary VI Malay Examination of the North Borneo Schools Examinations Board. Pupils who are successful in the Examination and who wish to continue their education have to find places in English primary schools at Primary IV or V level. After two or three years, they must pass the North Borneo Primary VI English Examination in order to gain entrance to English secondary schools. One way of shortening this period of transition is to have 'bridge' classes in which English is much emphasised. A number of Secondary schools in several centres have provided these facilities and many pupils are thus able to enter an English secondary school quicker.

English schools offer, at primary level, a six-year course at the end of which pupils take the Primary VI English Examination of the North Borneo Schools Examinations Board. Then at the secondary level the course is divided into a three-year and a five-year one, according to the standard which a school hopes to attain. The Junior Secondary School provides a three-year course with vocational bias leading to the Junior Certificate Examination conducted by the North Borneo Schools Examinations Board. The full secondary school offers a five-year academic course leading to the examination for the Cambridge Overseas School Certificate. Post-School Certificate instruction is provided at the Government Secondary School in Jesselton where pupils are at present entered for the University



of London General Certificate of Education at Ordinary and Advanced levels, mainly in science subjects. In 1961 the Cambridge Overseas Higher School Certificate will be taken.

Chinese schools offer six years of primary education. At the end of this course, pupils can sit for the Primary VI Chinese Examination of the North Borneo Schools Examination Board. Successful candidates can either seek higher learning in Chinese by entering a Junior Middle School with a three-year course or a Senior Middle School with a six-year course. At the end of the former, pupils are required to take the North Borneo Junior Certificate (Chinese) Examination; at the end of the latter, pupils are required to take the North Borneo Senior Certificate (Chinese) Examination. In order to raise the standard of English in Chinese schools, pupils in the Senior Middle Schools are encouraged to take the Cambridge Overseas School Certificate Examination. Children who desire an English secondary education usually transfer to an English school after completing the Chinese primary course. As in the case of the Malay-educated children, they seek admission either in a "bridge class" or in the English Primary V or VI class. After passing the English Primary VI Examination, they then go on to an English secondary school. A number of Chinese children transfer to the English system, after either completing three years or six years in a Chinese Secondary School.

There are no facilities for higher education in North Borneo. Those who seek university, higher professional, or technical qualifications have to go abroad for them. There are many scholarships, fellowships, and bursaries provided under Colombo Plan, Liberation Education Trust Grants, and other similar schemes. The Shell Company of North Borneo also gives awards to North Borneo students to study in the United Kingdom.

Kent College at Tuaran provides primary school teacher training facilities in North Borneo. It has three sections. The Malay section takes in students who have passed the Primary VI Examination in Malay and have successfully completed one year as pupil teachers; the course is of three years duration. The Chinese section enrolls students who have passed the North Borneo Junior Certificate (Chinese) Examination and have successfully completed one year as pupil teachers. The English section takes in students who have passed either the North Borneo Junior Certificate Examination or the Cambridge Overseas Certificate Examination. While those with the Colony's certificate have to serve one year as pupil teachers, those with the Overseas Certificate may be exempted from this. In all cases, a year's service as an untrained teacher prior to entry into the College can be taken as having served the pupil teacher period. Pupil teachers are not recognised as being in the teaching service. They are reimbursed only by an allowance



equivalent to the starting salary of an untrained teacher at the appropriate educational level. The English and Chinese courses are of two years duration.

Technical education in North Borneo centres round the Government Trade School in Jesselton. The School trains carpenters, motor mechanics and electricians. For entry to the carpentry course, a primary education is the minimum requirement, and for the motor mechanics and electricians courses, preference is given to pupils who have completed Junior Secondary education in an English school.

#### PRIMARY EDUCATION

Out of a total of 381 schools in North Borneo, 355 offer primary education. The size and the physical conditions of these schools, the staff and the enrolment all show marked differences between urban and remote rural districts. An analysis of the primary schools in North Borneo in 1960 shows:

##### (a) *Government Primary Schools—*

|                |     |     |           |    |    |
|----------------|-----|-----|-----------|----|----|
| Malay Medium   | ... | ... | ...       | 85 |    |
| English Medium | ... | ... | ...       | 3  |    |
| Chinese Medium | ... | ... | ...       | 2  |    |
|                |     |     |           | —  |    |
|                |     |     | Total ... |    | 90 |

##### (b) *Mission Schools—*

|                                   |     |     |           |    |    |
|-----------------------------------|-----|-----|-----------|----|----|
| English Medium                    |     |     |           |    |    |
| Roman Catholic                    | ... | ... | ...       | 36 |    |
| Borneo Anglican (S.P.G.)          | ... | ... | ...       | 9  |    |
| Borneo Basel                      | ... | ... | ...       | 4  |    |
| Seventh Day Adventists and others | ... | ... | ...       | 4  |    |
|                                   |     |     |           | —  |    |
|                                   |     |     | Total ... |    | 53 |
| Chinese Medium                    |     |     |           |    |    |
| Roman Catholic                    | ... | ... | ...       | 7  |    |
| Borneo Anglican                   | ... | ... | ...       | 2  |    |
| Borneo Basel                      | ... | ... | ...       | 11 |    |
|                                   |     |     |           | —  |    |
|                                   |     |     | Total ... |    | 20 |
| Malay Medium                      |     |     |           |    |    |
| Seventh Day Adventists            | ... | ... | ...       |    | 2  |

|   |     |     |     |  |    |
|---|-----|-----|-----|--|----|
| (c) Chinese Schools (run by local Chinese committees) | ... | ... | ... |  | 86 |
|---|-----|-----|-----|--|----|



## (d) Native Voluntary Schools (run by local native communities)

|                |       |     |    |    |
|----------------|-------|-----|----|----|
| English Medium | ...   | ... | 8  |    |
| Malay Medium   | ...   | ... | 76 |    |
|                |       |     | —  |    |
|                | Total | ... |    | 84 |

(e) Estate and Private Schools ... 20

*Malay Medium Schools*

Although Malay is a language of wide communication in South-East Asia, it is spoken by the majority of the natives in North Borneo only as a *lingua franca*. Reference was made earlier to the efforts to bring about a gradual change in the language of instruction in the Government Primary Schools thus causing Malay to be retained in future as a subject in these schools and as an optional subject in secondary schools.

In 1960, nineteen classrooms were built for Malay primary schools. Enrolment increased to 11,849 compared with 10,092 in 1959 and 2,706 in 1946. The number of Malay medium schools was eighty-five while in 1946, there were only forty-six.

As the natives in North Borneo gradually realise the importance of education, more and more of their children tend to stay on to the end of the primary course. Consequently, there has been an increase of entries for the North Borneo Primary VI (Malay) Examination. Below is a table of comparison of the results in 1960 with those of previous years:

## PRIMARY VI EXAMINATION (MALAY)

|          | <i>Entries</i> | <i>Distinctions</i> | <i>Credits</i> | <i>Passes</i> |
|----------|----------------|---------------------|----------------|---------------|
| 1956 ... | 216            | —                   | 37             | 148           |
| 1957 ... | 340            | —                   | 7              | 220           |
| 1958 ... | 561            | 33                  | 116            | 184           |
| 1959 ... | 814            | 32                  | 175            | 367           |
| 1960 ... | 840            | 25                  | 81             | 520           |

The education of girls in Malay schools still lags behind that of boys though the situation continues to improve. In 1960, there were 8,507 males against only 3,342 females. As the number of women teachers in these schools has increased so has the number of girl pupils. More attention is now being paid to the education of girls; women teachers are being trained in homecraft and homecraft centres are being established in selected centres, which include Kent College at Tuaran, Kampong Sembulan Government Primary School at Jesselton, and Berhala Darat Government Primary School at Sandakan.



Reference has already been made to the means by which children in Malay schools can obtain education in English. Additional effort was made in January, 1960, in the form of another transition class at the Government Secondary School where selection for entry is at Primary IV level. The object is to pass the pupils into the first year in the secondary school after six years of primary education.

The majority of the Native Voluntary Schools and some Estate Schools are conducted in the Malay medium. Many of these schools do not offer a six-year primary education. However, they represent the determination of the people in rural areas to give their children a little learning.

### *English Medium Schools*

Most of these schools are run by the Christian Missions with the aid of grants from Government. In 1960 the Seventh Day Adventist Mission withdrew from the Grants Scheme. In 1960, nine new classrooms were built, to which Government contributed half of the total cost amounting to \$71,382. This figure does not reflect truly Government's willingness to participate in the English schools' building programme. Had the Missions completed before the end of the year what they had started to build earlier, the total sum reimbursed by Government would have much exceeded the sum quoted above.

Improvement in English schools is still hampered by the shortage of trained and qualified teachers. The ruling of the Board of Education on age limits is gradually bringing the age ranges near to normal, though in rural areas the problem of over-age pupils still exists. A special one-year course at Kent College designed to give training to teachers from the English medium schools was started in 1957. The course was repeated in 1958, in 1959 and in 1960. This was coupled in 1959 with the regular two-year course for students who possess a North Borneo Junior Certificate or an Overseas School Certificate. In the same year, an in-service training scheme mentioned earlier was initiated. These measures have done much to increase the numbers of trained teachers in the English medium primary schools.

A table of comparison of the results of the Primary VI English Examination for 1960 with those of previous years is given below:

#### PRIMARY VI EXAMINATION (ENGLISH)

|      |     | <i>Entries</i> | <i>Distinctions</i> | <i>Credits</i> | <i>Passes</i> |
|------|-----|----------------|---------------------|----------------|---------------|
| 1956 | ... | 795            | not awarded         | 107            | 282           |
| 1957 | ... | 865            | 15                  | 301            | 222           |
| 1958 | ... | 965            | 37                  | 486            | 172           |
| 1959 | ... | 1,078          | 1                   | 289            | 545           |
| 1960 | ... | 1,225          | 2                   | 79             | 783           |



*Chinese Medium Schools*

The majority of these schools are run and supported by committees consisting of Chinese members of the local communities. Others are managed by Government, the Missions and the Estates. Though all Chinese schools are eligible for Government grants, many of them find it difficult to manage financially. Much fund raising has to be done by committee members, teachers and pupils of these schools.

Despite shortage of funds, there are many fine modern buildings in these schools and the largest of them, belonging to the Jesselton Chinese community, consists of over thirty classrooms. This was built at the cost of \$750,000 of which Government paid \$250,000. There are of course many leaf-thatched and timber buildings in rural districts. These schools, large and modern, or small and primitive, represent the desire of the Chinese communities everywhere to provide an education for their children.

In 1960, eight new classrooms together with teachers' quarters and latrine blocks were erected. Government paid \$52,040 as half of the total cost. In Sandakan a Government school built to replace three schools on temporary premises in the town was almost complete in its first phase in 1960. The pupils of the three town schools will be absorbed into this school in 1961.

The progress in Chinese schools is restricted not only by the lack of funds, but also by a shortage of suitably qualified teachers. Only half of the number of teachers engaged in the primary schools have completed a secondary school course and only about ten per cent of all the teachers are trained. To remedy this situation, the Education Department ran a two-year in-service training course which concluded at the end of 1960. In order to provide security, a Unified Teaching Scheme is proposed. Under this Scheme it is proposed that salaries on a uniform scale according to qualifications and experience will be paid from a central education fund and such benefits as a provident fund and uniform conditions of service will be brought in later.

The low standard of English in Chinese schools still remains a problem. Qualified teachers in this subject are few and many schools have as teachers only young men and women who have had a few years of education in English and are not trained. As has been already stated, help under the Colombo Plan has been obtained and a specialist English teacher from Canada started work in Jesselton Chinese schools in 1960.



The result of the Primary VI Chinese Examination for 1960 in comparison with previous years is given below:

PRIMARY VI EXAMINATION (CHINESE)

|      |     | <i>Entries</i> | <i>Distinctions</i> | <i>Credits</i> | <i>Passes</i> |
|------|-----|----------------|---------------------|----------------|---------------|
| 1956 | ... | 733            | 23                  | 77             | 318           |
| 1957 | ... | 767            | 40                  | 94             | 370           |
| 1958 | ... | 818            | —                   | 8              | 434           |
| 1959 | ... | 820            | 20                  | 81             | 462           |
| 1960 | ... | 862            | 11                  | 125            | 575           |

*Native Voluntary Schools*

Reference has been made earlier to Native Voluntary Schools. These schools are managed and supported by local committees and most of them use Malay as the medium of instruction. They represent the keenness and determination of the people in rural areas to give their children some learning. These schools are mostly in remote areas, where limited resources have restricted Government school expansion. These schools receive aid from the Education Department in the form of grant-aid, equipment and books, and sometimes the services of Government teachers. It is the intention of the Government of North Borneo to take over those schools which receive continued support from the local people and are running successfully. The number of Voluntary Schools increased from fifty in 1959 to eighty-four in 1960.

Because funds are limited most of the school buildings are primitive in design and structure. The teachers are of poorer quality than in Government schools and equipment is often inadequate. Standards vary. In some schools standards reached are as high as those in Government schools, in others they are low. Of the eighty-four Native Voluntary Schools, only ten had Primary VI classes in 1960. It is notable that the best results were obtained in those areas where the community is settled and relatively prosperous.

*Estate Schools*

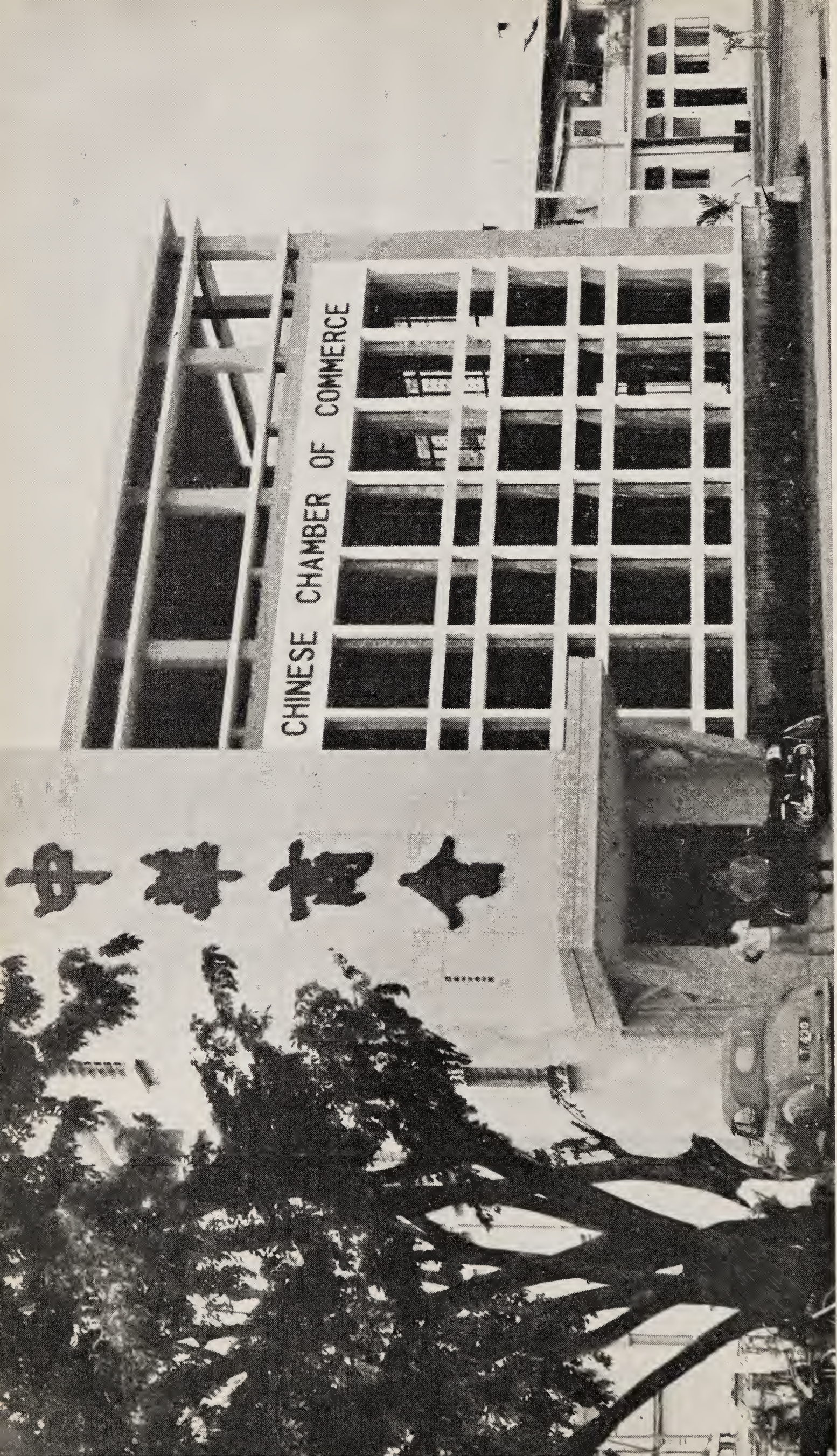
There are schools in the larger estates and these are usually managed by the estate staff with the estate manager as supervisor. They are financed by the estate though the Education Department sometimes assists with teachers and grants. The language of instruction varies with localities. A school on Sandac Estate, Sandakan, for instance, provides Malay medium of instruction, while another in Morotai Estate, Tawau, offers Chinese. In Table Estate school, Tawau, there are both English and Chinese sections. The number of Estate Schools in 1960 numbered fifteen and the enrolment in these schools totalled 819 with 522 boys and 297 girls.





(Broadcasting and Information Department).  
New shops in Sandakan.





The new Chinese Chamber of Commerce building in Tawau.

(Broadcasting and Information Department).



*Average Age of Entry to Primary Schools*

The following table shows the age of entry for children who first entered school in 1960:

PRIMARY SCHOOL—AGE OF ENTRY

|                              |     | Under<br>6 | 6-7   | 7-8   | 8-9   | 9-10  | 10-11 | 11-12 | 12-13 | Over<br>13 | Total  |
|------------------------------|-----|------------|-------|-------|-------|-------|-------|-------|-------|------------|--------|
| Government<br>Schools        | ... | 289        | 683   | 948   | 745   | 433   | 226   | 112   | 36    | 38         | 3,502  |
| Mission<br>Schools           | ... | 416        | 894   | 829   | 625   | 361   | 188   | 89    | 63    | 25         | 3,490  |
| Chinese<br>Schools           | ... | 1,297      | 1,567 | 1,288 | 895   | 445   | 167   | 66    | 37    | 13         | 5,775  |
| Native Voluntary<br>Schools  | ... | 240        | 412   | 338   | 379   | 217   | 175   | 127   | 97    | 70         | 2,100  |
| Estate Schools<br>and others | ... | 82         | 112   | 80    | 68    | 58    | 31    | 13    | 7     | 1          | 452    |
| TOTAL                        | ... | 2,324      | 3,668 | 3,525 | 2,712 | 1,514 | 787   | 402   | 240   | 147        | 15,319 |

*Secondary Education*

Enrolment figures in secondary schools reflect an increasing momentum in post-primary education. In 1960, the number of candidates sitting for the North Borneo Junior and Senior Certificates and the Cambridge Overseas School Certificate, which are the final examinations for the short and long courses in North Borneo secondary schools respectively has increased as it has done in the past.

The enrolment in secondary schools in 1960 was as follows:

|            |     | Boys  | Girls | Total |
|------------|-----|-------|-------|-------|
| Government | ... | 614   | 244   | 858   |
| Mission    | ... | 1,463 | 625   | 2,088 |
| Chinese    | ... | 569   | 291   | 860   |
| TOTAL      | ... | 2,646 | 1,160 | 3,806 |

## NORTH BORNEO JUNIOR CERTIFICATE EXAMINATION (ENGLISH)

|      |     |     | Entries | Passes |
|------|-----|-----|---------|--------|
| 1957 | ... | ... | 24      | 17     |
| 1958 | ... | ... | 287     | 157    |
| 1959 | ... | ... | 305     | 211    |
| 1960 | ... | ... | 547     | 414    |

## NORTH BORNEO JUNIOR CERTIFICATE EXAMINATION (CHINESE)

|      |     |     | Entries | Passes |
|------|-----|-----|---------|--------|
| 1957 | ... | ... | 191     | 113    |
| 1958 | ... | ... | 270     | 148    |
| 1959 | ... | ... | 294     | 175    |
| 1960 | ... | ... | 305     | 175    |



## CAMBRIDGE OVERSEAS SCHOOL CERTIFICATE

|      |     |     |     | <i>Entries</i> | <i>Passes</i> |
|------|-----|-----|-----|----------------|---------------|
| 1957 | ... | ... | ... | 126            | 65            |
| 1958 | ... | ... | ... | 141            | 91            |
| 1959 | ... | ... | ... | 153            | 78            |
| 1960 | ... | ... | ... | 183            | 126           |

## NORTH BORNEO SENIOR CERTIFICATE EXAMINATION (CHINESE)

|      |     |     |     | <i>Entries</i> | <i>Passes</i> |
|------|-----|-----|-----|----------------|---------------|
| 1960 | ... | ... | ... | 52             | 34            |

*English Medium Secondary Schools*

The Government Secondary School, Jesselton, moved to its present site in 1959 and all its buildings including 15 classrooms, an assembly hall, two libraries and three laboratories were completed in 1960. The school has three preparatory classes, five secondary classes and two post-secondary classes where pupils, in 1960, were prepared for the University of London General Certificate of Education Examination. In 1961 a change will be made to the Cambridge Overseas Higher School Certificate. These post-certificate classes include pupils from other schools who have passed the Overseas School Certificate and offer instruction principally in physics, chemistry, biology and mathematics. There are two preparatory classes admitting pupils from Malay and Chinese schools who have passed the Primary VI examination in their own language. The third preparatory class cater for children from Malay schools at Primary IV level. The entry to this class is by competitive examination. About forty per cent of the pupils in the Government Secondary School are of indigenous races. This school was built under a Colonial Development and Welfare Scheme.

Mission Schools provide both long and short courses in secondary education; the former lead to the Overseas School Certificate, and the latter to the North Borneo Junior Certificate. In 1960, there were four Mission Schools offering both long and short courses, two offering a long course only and eight with only a short course. The Government English School in Labuan also offers a short course in addition to a full primary course in English.

*Chinese Medium Secondary Schools*

There were six Chinese Middle Schools including two Government ones in 1960. Of these all offer a three-year course leading to the North Borneo Junior Certificate. Two have a further three-year course leading to the North Borneo Senior Certificate. The Sandakan Chinese Secondary School opened a senior course in 1959 and is expected to become a full middle school in 1961.



The first North Borneo Senior Certificate (Chinese) Examination was held this year and there were fifty-two candidates participating. The number of passes was thirty-four.

As there is no higher Chinese education in North Borneo, many successful candidates in the above examination had to seek entrance to English education for the Overseas School Certificate or go into the post-certificate class in the Government Secondary School preparing themselves for the London University General Certificate of Education, advanced level. Others had to apply for admission in the universities and colleges in Taiwan. Since 1957, six scholarships a year have been provided to Chung Chi College, Hong Kong, for students to undergo training to become teachers in Chinese middle schools. The scholarships are awarded on the results of the entrance examination to the College which is held in North Borneo. In 1960, six such scholarships were awarded.

In order to improve the standard of English in the Chinese middle schools, the syllabus leading to the Overseas School Certificate has been recommended. This means that from 1961 all subjects except Chinese and History in the senior classes will be taught in English.

In 1960, the Government Junior Secondary School, Kudat, was opened. This school comprises a Chinese Junior Secondary School and an English Junior Secondary School and replaces the secondary classes in English and Chinese which were formerly run by voluntary agencies. At present classes are conducted in borrowed accommodation but a new site has been selected and a new six classroom structure will be completed before mid-1961. The Government Junior Secondary School at Tawau has moved into its new buildings with spacious playing fields.

*Technical Training*

The Government Trade School at Jesselton offered three courses in 1960. The electrical course is of two-and-a-half-year's duration. It follows the City and Guilds Installation Course B.

A new Chief Instructor was engaged from Singapore to head the School in August, 1960. He was formerly Principal of Singapore's Trade School.

The carpentry course is taught in Malay and admission to this course is every second year. The mechanical and the electrical courses are instructed in English.

In 1960, Trade School's enrolment figures were:

|            |     |     | <i>First<br/>Year</i> | <i>Second<br/>Year</i> | <i>Total</i> |
|------------|-----|-----|-----------------------|------------------------|--------------|
| Carpentry  | ... | ... | —                     | 20                     | 20           |
| Mechanical | ... | ... | 16                    | 20                     | 36           |
| Electrical | ... | ... | 15                    | 15                     | 30           |
| TOTAL      | ... |     | 31                    | 55                     | 86           |



The number of pupils passing out in 1960 was forty. There was no difficulty in placing them in employment or in further apprenticeships.

### *Teacher Training*

Kent College is North Borneo's teacher training centre. In 1960, it lengthened the course of training for native students from two to three years. The aim is not only to improve the standard all round as these students have only completed their six-year primary education when they seek admission, but also to allow them to become more mature in mind. The other two courses, one English and one Chinese, are still of two-year duration. The English course requires, for entry, students who have passed the North Borneo Junior Certificate Examination and have one-year's experience as pupil teachers. Students having passed the Overseas School Certificate Examination are also admitted. Owing to the fact that they are of higher standard, they are not required to go through the probationary period as pupil teachers.

The one-year English course, instituted in 1958 for the benefit of those teachers with over five years of teaching experience but who, due to family responsibilities, were not able to attend a full-time residential course of training, will cease after 1960. During the three years, forty of the forty-eight teachers successfully completed the course.

Another course which also ended in 1960 was the In-Service Training Course which consisted of four short residential sessions held during the mid-year and end-of-year vacations. Those who completed the course and passed were granted the status of a trained teacher. The numbers enrolled for this course were thirty in the English section and sixty in the Chinese section. Three teachers in the English section and one in the Chinese section did not successfully complete the training.

In 1960, there were 164 students in the College; of these, 103 were men. Those training for Malay medium schools numbered seventy-four. There were no new women students from the State of Brunei this year, the six who passed out in 1960 being the last to be trained at Kent College. For the English medium schools, the number was forty-two and for the Chinese medium, forty-eight.

### *Internal Scholarships*

Scholarships and bursaries of various kinds are awarded to pupils in North Borneo through three main agencies. Government awards scholarships to natives under the Native Scholarship Scheme; the Liberation Education Trust through its Committee of Management makes awards to children of all races; the Shell Company of North Borneo grants bursaries to children of all races.



The Native Scholarship Scheme is designed to help promising indigenous children to receive an English education at either Malay Primary IV or Primary VI level. Grants are paid when these children wish to transfer to a transition class in an English secondary school. Grants are also made to assist children to enter a secondary school or to complete a secondary education. A committee consisting of officers in the Education Department considers applications and makes awards annually. In 1960, there were 157 scholars under this scheme and the total expenditure was \$60,000.

The Management Committee of the Liberation Education Trust has at its disposal the income from \$2,000,000 invested by the Trustees. The money derived from the disposal of Japanese assets after World War II. Scholarships are awarded by the Management Committee for five years' study at an English secondary school. There are also special grants for sixth form post-certificate study. The Director of Education is the Chairman of this Committee, most of the members of which are unofficals. In 1960, the number of awards was 153 and the expenditure was \$86,127.

The Shell Company of North Borneo grants bursaries to pupils in an English secondary school either for three years, leading to the North Borneo Junior Certificate, or five years to the Overseas School Certificate. The scheme is for ten annual grants for each course but sometimes, thanks to the generosity of the Company, the awards exceed this number. In 1960, there were fifty-one scholars under this scheme and the total expenditure was \$30,277.

In addition to the three schemes above, there is a small number of individual awards made by generous citizens and corporate bodies.

### *Higher and Adult Education*

There are no facilities for higher education in North Borneo. Students wishing to pursue studies in universities or other professional or technical institutions have to find places abroad. A number of scholarships, fellowships, and bursaries are provided for the purpose under the Colombo Plan and other similar schemes.

Under the Colombo Plan, thirty-three scholarships were awarded to North Borneo students in 1960 to study in New Zealand, Australia, Canada and the Philippines. The Liberation Education Trust also provided four scholarships for study overseas. Details of scholarship holders are given in Appendix VI. The Shell Company awarded two scholarships to universities and technical colleges in the United Kingdom. The Sino-British Fellowship Trust also provided funds for a graduate and a nurse



in North Borneo to study engineering and midwifery respectively in the United Kingdom. In 1960, another six Chinese students were sent to Chung Chi College in Hong Kong to attend a four-year course in teacher training. The funds were provided jointly by a Colonial Development and Welfare Scheme and the North Borneo Government.

In North Borneo there is no established Adult Education Department; the present adult education facilities available are organised by the Departments of Education, Agriculture, and Broadcasting and Information.

The Education Department runs evening classes once or twice a week in Malay, English, Book-keeping and Shorthand. Shorthand and typing classes are also conducted for Government officers during office hours by a Stenographer Instructor. A correspondence course entitled "I Can Speak English" was launched by the Department in April, 1960. It is based on a course used in Australia and was adapted by kind permission of the Commonwealth Office of Education, Australia, to the needs of this Colony. The Agriculture Department maintained local training centres at its agricultural stations where short courses were given to selected smallholders in their respective localities. Accommodation was provided during the four-weeks training periods and a subsistence allowance was paid from Government funds. The Rubber Fund Board started a school for rubber-tappers on the East Coast of North Borneo. The first course of ten trainees lasted ten days. The Board also ran courses in budgrafting for smallholders and school children in rural areas. The Department of Broadcasting and Information is responsible for the administration of public libraries in all the main towns of North Borneo. Radio courses in English in the BBC series "English by Radio" were conducted in Kuo-Yu, Cantonese, and Malay. The Department was also responsible for the distribution and screening of documentary films.

It is hoped to start in the near future, when instructors become available, two women's sewing classes—one in Kota Belud and the other in Jesselton.

### *Physical Education*

Under the direction and supervision of a specialist in physical education from New Zealand, under the Colombo Plan, much has been accomplished in the teaching of this subject. As from January, 1960, physical education is required to be included in the time-tables of all schools. Regular physical education lessons have been introduced into an encouraging number of schools for the first time. Short physical education courses for teachers continued throughout the year and all but four of the main centres have now been covered. At the end of 1960, a comprehensive workbook for teachers was completed and ready for



distribution. In Jesselton, a Schools Sports Council was formed which handles competently a large programme of athletics and games leagues. Inter-school competitions for both boys and girls in basket-ball, badminton and football were successfully held. A Festival of Physical Education was also arranged by the Council for two nights at the Jesselton Community Centre before record crowds.

### *Expenditure*

Expenditure on education from the Colony's Ordinary Budget was \$3,618,412. It can be analysed as follows:

|                     |     |     |     |             |
|---------------------|-----|-----|-----|-------------|
|                     |     |     |     | \$          |
| Salaries            | ... | ... | ... | 2,311,369   |
| Annually recurrent  | ... | ... | ... | 625,806     |
| Special expenditure | ... | ... | ... | 101,237     |
| Equipment grants    | ... | ... | ... | 20,000      |
| Grants-in-aid       | ... | ... | ... | 560,000     |
|                     |     |     |     | <hr/>       |
|                     |     |     |     | \$3,618,412 |
|                     |     |     |     | <hr/>       |

In 1960 expenditure on education from the Colony's Development Budget which is mainly financed from Colonial Development and Welfare Funds was \$1,980,168, while the income of the Liberation Education Trust was \$94,344.

### *Assistance from Outside Sources*

Assistance from the Colombo Plan Scheme came not only in the form of scholarships and the services of experts which have been mentioned earlier, but also in the form of equipment. The Government Trade School received from the Australian Government an electric grinding machine, a welding machine, hand tools and many cases of electrical instruments and fittings. Some pottery equipment at a cost of A£402.10s. and nineteen more cases of miscellaneous electrical equipment are expected from the same country. The Asia Foundation has been very generous in presenting to the schools in North Borneo over two thousand volumes of reference books and reading material.

As has already been mentioned, under the Scheme for Voluntary Service Overseas, six student volunteers from the public schools in Britain arrived here to offer their services as teachers and youth leaders for one year in North Borneo.



*Administration and Supervision*

The administrative and supervisory staff of the Education Department in 1960 consisted of:

- The Director of Education.
- The Deputy Director of Education.
- Six Education Officers.
- One Examinations and Scholarships Officer.
- Three Supervisors of Chinese Schools.
- Three Supervisors of Malay Schools.

Education Officers and Supervisors of Schools were able to visit nearly all the schools in the Colony at least once in the course of the year. Their professional services are frequently sought by the Local Education Committees. These officers also served on the committees of the North Borneo Schools Examinations Board and the Management Committee of the Liberation Education Trust, and the Syllabuses Board.

There were no significant changes in the conditions of service for teachers. Until the scheme for a unified teaching profession can be introduced, little improvement can be expected.

*Legislation*

There was no legislation directly affecting education in 1960.

*Advisory Committees*

The Education Department was assisted throughout 1960 by the Kent College Advisory Committee, the Trade School Advisory Committee and the Management Committee of the Liberation Education Trust.

*Text Books and Materials*

There is need in schools for text-books and teaching materials concerning North Borneo. Between 1958 and 1959, three books on Social Studies for primary schools were written by members of the Education Department. The third of these was published in 1960. These books were translated into Chinese in 1960 and the scripts went to the printers for publication. In the same year, a workbook for teachers on physical education was written and this will be translated into Malay and Chinese in due course.

*Social Welfare*

Skimmed powdered milk, provided by the United Nations International Children's Fund, was distributed to a selected number of schools. It provides a nutritive supplement to the diet of the children in the poorer rural areas. Each month, an average of 8,456 lb. of powdered milk was distributed to about 11,989



children in 166 schools. The powder is converted into milk under the supervision of teachers during school time and drunk on the premises. Under the same scheme, 6,350 lb. of soap were distributed.

The School Traffic Game originally organised by the Jesselton Road Safety Council, on which Education Officers serve, gained popularity. The Game was first played by the school children of Jesselton, then the apparatus was sent by the Shell Company to Tawau. Now the people of Kudat and Beaufort also want to have it in their respective districts.

## PUBLIC HEALTH

### *General Health*

There was no case of any of the major epidemic diseases during 1960. The Colony remained free of plague, cholera and smallpox. The diseases most common throughout the Colony are malaria, tuberculosis and intestinal infestations. Malaria, however, is declining rapidly in many districts owing to the activities of the Malaria Control Campaign. By the end of the year, the programme had sufficiently advanced to warrant application being made to the World Health Organisation for the programme to be converted to a Malaria Eradication Campaign. The Colombo Plan Tuberculosis Campaign was initiated in 1960 and was in full operation by August. During the year there were 24,541 cases of malaria and 2,660 cases of tuberculosis reported throughout the Colony in addition to 20,988 cases of intestinal infestations.

### *Vital Statistics*

The total number of births and deaths registered in 1959 and 1960 were:

|                              |     |     | 1959   | 1960   |
|------------------------------|-----|-----|--------|--------|
| Births registered            | ... | ... | 13,376 | 14,964 |
| Deaths registered            | ... | ... | 3,620  | 4,166  |
| Excess of births over deaths | ... | ... | 9,756  | 10,798 |

Accurate figures of maternal and infant mortality are not available, but attendances at Maternity and Child Welfare Clinics have substantially increased. Attendances for 1960 were over 130,512 as compared with 84,468 in 1959.

### *Malaria Control*

The project for Malaria Control sponsored jointly by the Government, World Health Organisation and United Nations Children's Fund began in mid-1955. Almost all rural areas of the Colony were seriously affected with malaria at the time. The programme depends on twice-a-year spraying of all occupied



dwelling together with the administration of anti-malarial drugs at the time of spraying. Great progress has been made in many districts, and by the end of the year a plan was being drawn up for the campaign to be transformed to one of malaria eradication effective from July, 1961. It has been demonstrated that transmission of malaria can be halted by the methods used and it is thought highly likely that these methods will be equally effective throughout the Colony. In large areas of the Interior Residency and on the island of Labuan, malaria has been almost eradicated already and both these areas are under active and passive surveillance. During the year it is estimated that approximately 78,000 houses were sprayed with insecticides and that a population of 148,000 persons was protected.

### *Tuberculosis*

The Government of Australia, through the Colombo Plan, have generously provided the services of a Chest Physician, a radiographer and two nursing sisters as their contribution, together with a quantity of laboratory equipment and supplies for this campaign. The Government has for its part appointed a Tuberculosis Control Officer, two Health Sisters and appropriate junior staff and equipment. A survey began in selected areas in the latter half of the year and by the end of the year over 16,000 persons had been X-rayed; thirty-three schools were examined and 15,000 children skin tested. The object of the X-ray survey is to detect early cases of tuberculosis as well as advanced cases so that treatment may be initiated early and effectively. Infectious cases will be treated so as to remove the source of infection from the population. At the same time children will be skin tested and given the benefit of BCG vaccination should this appear appropriate. The total number of new tuberculosis patients reported during 1960 was 1,231. During the year special wards for the treatment of tuberculosis patients and for their isolation were built in association with the hospitals at Kudat and Labuan.

The North Borneo Anti-Tuberculosis Association (NOBATA) continued to assist the Medical Department in its work against tuberculosis. This Association has been active in propaganda designed to prevent tuberculosis and to encourage sufferers to report early for treatment; it also carried out active relief and welfare measures among sufferers from the disease and their dependants. The funds of the Association are limited, but with such funds as are available excellent work is being done.

### *Intestinal Disorders*

Bowel infections continue to form a high proportion of diseases reported, the inevitable result of low standards of hygiene and sanitation, particularly in rural areas. In urban areas



considerable progress has been made in the installation of pure piped water supplies and the sanitary disposal of excreta and refuse. Unfortunately many members of the rural community are still forced to rely on unprotected wells and polluted rivers and streams as sources of water, and disposal of excreta leaves much to be desired. A handbook is being prepared—particularly for use in rural areas—giving simple information and instruction regarding elementary sanitation in kampongs.

### *General Sanitation and Preventive Measures*

The approved health inspectorate for the Colony numbers fifteen. The health inspectors are of considerable value to Local Authorities and Town Boards in the work of general sanitation and preventive measures and in environmental hygiene.

### *Nutrition*

Cases of malnutrition continue to come to notice, usually for the following reasons. An unexpected failure of crops results in many persons being compelled to eat poor carbohydrate foods insufficiently supported by protein and vegetable foodstuffs or, occasionally, the introduction of rice milling results in an isolated outbreak of beri-beri because of the overmilling of rice; and again immigrants travelling long distances by sea are frequently found on arrival to be in a gross state of malnutrition. Ignorance unfortunately contributes also to malnutrition as many of the population do not take advantage of the vegetables and fruit comparatively readily available to them. Generous assistance from UNICEF enabled additional supplies of drugs and diet supplements to be provided at Maternal and Child Welfare Clinics and Health Centres throughout the Colony.

### *Government Hospitals and Dispensaries*

Details of Government hospitals, dispensaries and specialised units are given in Part A of Appendix VII. During the year 20,296 inpatients were treated as compared with 17,572 in 1959. Outpatients numbered 321,608 as compared with 279,087. The rebuilding of hospitals and improved services have contributed to this result, as has appreciation by the inhabitants of the Colony of the advantages of modern western methods of treatment.

No new general hospital building took place during the year as the post-war rehabilitation and rebuilding of the general hospitals throughout the Colony is now almost complete.

There are two major Health Centres, situated in Jesselton and Sandakan. A full time Health Visitor is available at each centre and these concentrate on ante-natal and post-natal clinics and infant welfare work combined with health education. Considerable assistance continues to be received from the local branches



of the British Red Cross Society and the St. John Ambulance Brigade. A further Health Visitor was posted to Keningau during the year.

### *Leprosy*

The former Leper Settlement was closed at the end of 1958, and during 1960 all patients requiring treatment were sent to the Rajah Sir Charles Brooke Memorial Settlement in Kuching, Sarawak. The patients who now number 54 have settled down in their new home very happily. Fortunately, leprosy is not a serious health problem in North Borneo.

### *Mental Hospital*

Active treatment has continued at the old Mental Hospital in Sandakan, since for various reasons the rebuilding of a new Mental Hospital on a site near Jesselton has so far been delayed. Modern methods of treatment are resulting in comparatively more patients being discharged. There were 127 patients under treatment at the end of 1960 as compared with 142 at the same time in 1959. Ninety-two patients were admitted for treatment and ninety-eight discharged as cured, or sufficiently recovered to be looked after by their relatives.

### *Travelling Dispensaries*

Motor ambulance dispensaries especially designed for the purpose, have continued to serve a number of small towns and villages for distances of up to twenty miles and more from Jesselton, Kota Belud and Keningau. On the East Coast regular visits are made to the more remote stations by launch. A railway travelling dispensary operates between Jesselton and Beaufort on a weekly schedule with night stops at Kinarut, Papar, Membakut and Bongawan. It is in the charge of a Senior Hospital Assistant, who is assisted by one attendant. The dispensary is attached to a train and is shunted to the siding at its stopping point where attention is given to those in need until another train takes the dispensary to the next station. It has proved to be a great success and in 1960 treated 15,950 patients.

Two additional hospital assistants and three more boats with necessary engines and boatmen have been allocated to the Beluran district. This project became fully operative in 1960.

### *Estate Hospitals and Dispensaries*

The Labour Ordinance requires employers of labour to furnish hospitals and medical supervision, care and treatment for their



workers. The larger estates and industrial concerns have dispensaries or small hospitals, and during the year there were forty-nine places of employment at which such medical facilities were provided.

### *Staff*

The Department is administered by a Director assisted by a Deputy Director of Medical Services and a Medical Officer of Health, with a Colony Matron, Sister Tutor and Medical Accountant-Storekeeper at Headquarters in Jesselton.

It was possible to fill the establishment of thirteen medical officers during 1960, the Malaria Control Officer's post being filled early in the year, whilst a new Medical Officer and Nursing Sister were appointed.

The total medical and health staff in the Colony is shown in Appendix VII, Table B.

### *Visitors from Overseas*

During the year a number of visitors took an interest in this department. Sir Harry Wunderly visited Jesselton in January in connection with the scheme for the control of tuberculosis and to discuss current T.B. problems with the head of the Medical Department. In February visits were received from the Resident Representative of the United Nations Children's Fund whose headquarters are in Bangkok, and from the Area Representative of the World Health Organisation in Singapore. North Borneo welcomed the visit of the late Lady Mountbatten, who in the course of her Far Eastern tour, visited the Queen Elizabeth Hospital in Jesselton on 20th February, the day before her death. In April there was a visit from the WHO Nutrition Adviser of the Western Pacific Regional Office in Manila; and Sir Alexander MacFarquhar, Regional Representative of the United Nations Technical Assistance Board for the Far East visited in June. Other visitors were Mr. H. MacGregor, Superintendent of the Leper Settlement in Kuching; Brigadier Keatinge, Director of Medical Services, Far East Land Forces, Singapore, in September. There was also a visit from the U.S. Naval Medical Research Unit No. 2 now situated in Taipei, Taiwan; the purpose of this organisation is to provide, through medical research, essential information on diseases and medical disorders of potential military significance endemic or epidemic in the Far East, and to provide the biological knowledge required for controlling animal and insect vectors of disease. In November, Professor I.G.W. Hill of the University of St. Andrews visited North Borneo under the Medical Visitors' Scheme whereby distinguished medical visitors are enabled to travel to Colonial territories. The Tenth Borneo Malaria Conference, which was held in Jesselton in December, was attended



by representatives of the Governments of Brunei, Republic of Indonesia, North Borneo and Sarawak; WHO staff from South-East Asia and Western Pacific Regions; representatives of the United States of America International Co-operation Administration in Indonesia; a representative of UNICEF, Bangkok, and observers from the Brunei Shell Petroleum Company Limited.

### *Expenditure*

The provision for expenditure on medical services from Colony funds in 1960 Estimates, including personal emoluments, amounted to \$3,970,634. This figure refers to Medical Department expenditure only, and does not include expenditure in the towns on such municipal conservancy measures as scavenging, removal of nightsoil and inspection by local authority officials within urban areas. Neither does it include capital expenditure on new buildings nor the generous aid which the Colony has continued to receive from Colonial Development and Welfare Funds, and from the United Nations Children's Fund, the World Health Organisation and the Colombo Plan.

## HOUSING AND TOWN PLANNING

### *Government Building Programme*

Few large projects were carried out during the year, the major expenditure being on small buildings, mostly of timber, in the smaller townships and rural areas.

Owing to a shortage of suitable Crown land in most urban areas, it is becoming increasingly necessary to resort to negotiation with private owners. As a result the commencement of works is frequently delayed.

Owing to the return of many craftsmen to Hong Kong, there was a shortage of skilled artisans. This extended construction times considerably. Building costs remained fairly steady.

The major buildings, either completed or in the course of construction at the end of the year, were the Chinese Primary School at Sandakan, Secondary Schools at Tawau and Kudat, extensions to Sabah College in Jesselton, the Custom House and godown and the new broadcasting studio in Jesselton, and a buoy shed and jetty at Labuan.

### *Private and Commercial Buildings*

The construction of shop houses in the towns continues but at a slower rate than in earlier years. This is due mainly to the fact that in most towns the re-development of the central areas has already been completed. The outlying blocks, being less advantageously sited for trade, are more difficult to let at economic rents.



Private housing development continues in all areas, most of the houses still being of timber construction, not only because of tradition but also because so many of the sites are on swamp or newly reclaimed land, where houses raised well clear of the ground are preferred and where timber construction is more economical for semi-permanent buildings than any other methods.

There has been no development yet of low-cost housing estates owing mainly to the unavailability of suitable areas of land at an economic price.

Already ribbon development is occurring along main roads beyond local authority boundaries. This will undoubtedly become a serious problem unless steps are taken to deal with it.

There is a certain amount of minor industrial building in most towns. Design, materials and construction are usually of a low standard.

### *Building Materials*

There was an increase in kiln brick production but, owing to the small scale of the industry and the high cost of internal transport, large quantities of bricks continued to be imported, particularly on the East Coast.

The buoyancy of the timber export market made producers reluctant to convert timber for home consumption. Local supplies were therefore difficult.

Nails, cement and tiles are generally imported from Japan. Asbestos cement pipes and an increasing quantity of roofing sheets are imported from Singapore and plywood from Taiwan, Singapore and Japan. The United Kingdom and (to a lesser extent) Continental European countries supply fabricated steelwork, windows, hardware, sanitary ware, electrical fittings and miscellaneous items.

## S O C I A L   W E L F A R E

### *Social Welfare Council*

The Social Welfare Council, which was first appointed in 1954, met four times during the year. The terms of reference of the Council, which consists of nine persons prominent in the fields of Social Welfare with the Commissioner of Labour and Welfare as Chairman, are as follows:

- (i) to co-ordinate the social welfare work organisation *inter se* and of such organisations with that of Government;
- (ii) to review the social welfare work being done in the Colony from time to time and to bring to the notice of Government any particular matters which it considers require attention, including the necessity for the development of social welfare work in any given direction;



- (iii) to advise Government on particular issues connected with social welfare which may be referred to it by Government;
- (iv) to advise on the appropriate distribution among the various social welfare organisations in the Colony of any funds which may become available for welfare purposes from Government revenue, social welfare lotteries or any other source.

Funds available to assist welfare organisations came from two sources: firstly, from the proceeds of social welfare lotteries organised by the Royal North Borneo Turf Club, which is licensed to carry out six such lotteries annually, and secondly, from direct votes from Government. The total amount of money available during the year from these sources was \$123,307. The Council does much useful work in advising the Commissioner of Labour and Welfare on distribution of these funds, and in advising Government generally on matters of policy and administration in all fields of social welfare.

#### *Welfare of Children and Young Persons*

The Commissioner of Labour and Welfare is the Protector under the Women and Girls Protection Ordinance (Cap. 159), but cases of children and young persons in moral danger or requiring protection are rare in this country. Destitution of children is also rare.

#### *Relief of the Destitute and Disabled*

Public assistance for the care of the aged is provided for by the Paupers Ordinance, which is administered by the Commissioner of Labour and Welfare with the help and advice of two voluntary boards. The Ordinance provides for the maintenance of a Pauper Fund, which derives its income from poor rates paid by employers of labour, from rates levied on immovable property in urban areas, and from a land rate. The Fund maintains two Homes for the Aged in Jesselton and Sandakan, besides providing outdoor assistance. Charitable assistance is also received from the public in the way of amenities as gifts to inmates of the institutes. The institute in Sandakan was rebuilt in 1956 to accommodate 100 persons and that in Jesselton, which was built in 1958, has accommodation for 120 inmates. During 1960 the average number of inmates was 220.

#### *War Victims Fund*

The North Borneo War Victims Fund Ordinance (Cap. 88) authorised the establishment of a fund to be known as the North Borneo War Victims Fund to be financed from voluntary contributions and such appropriations as may be made available from

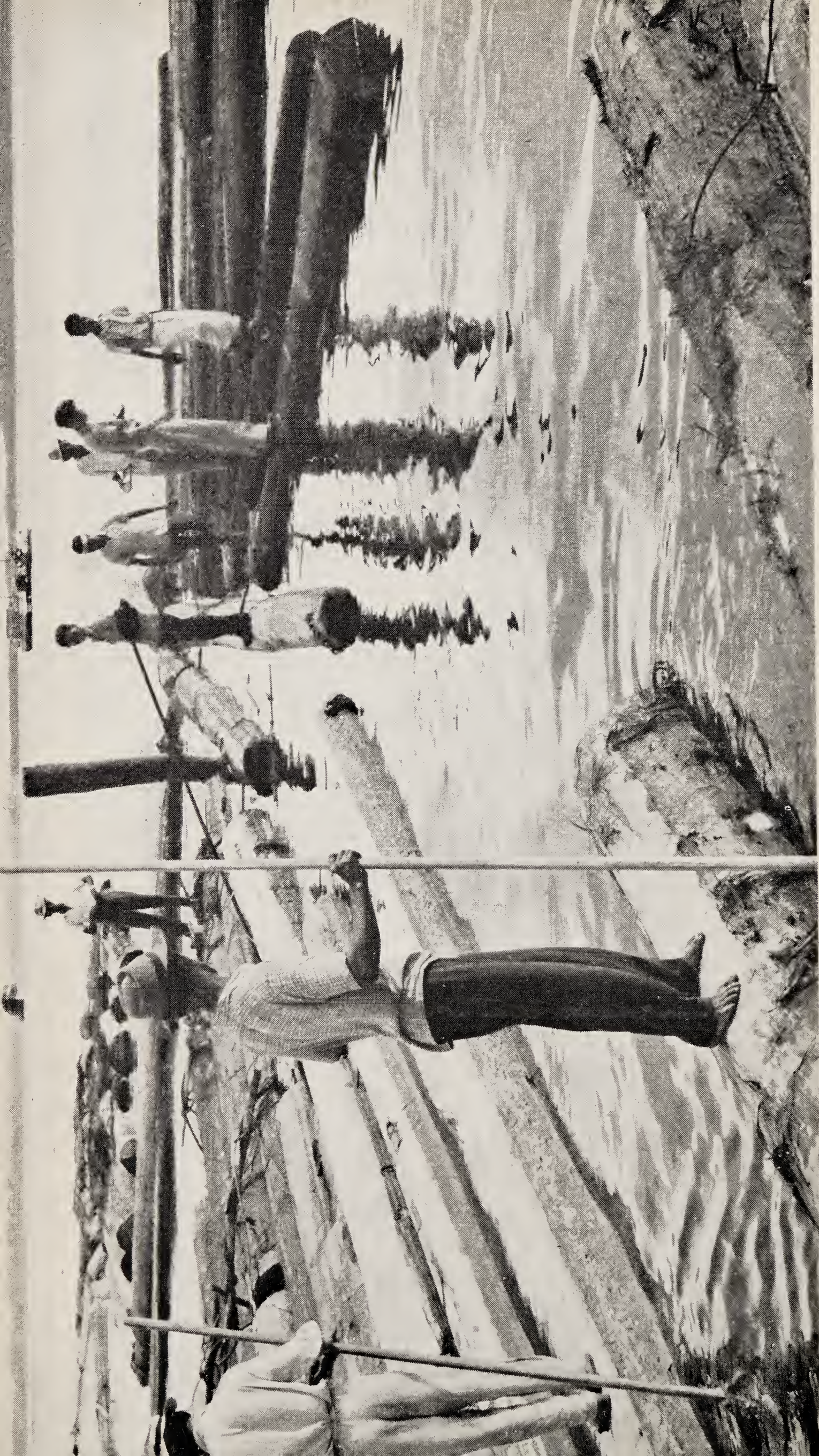




(Mr. A. J. Hepburn).

Forest Department Headquarters Office, Sandakan.







time to time by Government. The object of the fund is to give assistance towards the maintenance, education, benefit or advancement of any inhabitants of the former State of North Borneo who were incapacitated as a direct result of the war, and their dependants. The Fund is administered by a Board of Trustees, the Chairman of which is the Commissioner of Labour and Welfare.

Support from all sections of the community has been most generous since the fund was inaugurated in 1949. The following figures show the extent of the support which the public has given in response to the appeals:

|      |     |     |     | \$     |
|------|-----|-----|-----|--------|
| 1951 | ... | ... | ... | 37,000 |
| 1952 | ... | ... | ... | 20,000 |
| 1953 | ... | ... | ... | 20,000 |
| 1954 | ... | ... | ... | 25,000 |
| 1955 | ... | ... | ... | 27,000 |
| 1956 | ... | ... | ... | 23,000 |
| 1957 | ... | ... | ... | 15,000 |
| 1958 | ... | ... | ... | 16,000 |
| 1959 | ... | ... | ... | 15,000 |
| 1960 | ... | ... | ... | 13,000 |

During the year the Board approved subsistence relief totalling \$16,146, which sum included both monthly allowances and food. At the end of the year some 124 persons were receiving such assistance. The Fund contributed also towards the cost of educating the children of War Victims who cannot afford their school fees in full; in special cases the entire maintenance of children at boarding schools was paid. In 1960, \$20,559 was spent in assisting children.

### *Juvenile Delinquency*

Under the Prisons Ordinance (Cap. 108) the Governor is empowered to transfer any juvenile delinquent or young offender to an approved school or to a place of detention in Sarawak or Singapore, subject to the approval of the Government of the receiving Colony. Cases of juvenile delinquency coming before the Courts are now, whenever communications and other condition permit, investigated by the Department of Welfare with the co-operation of the Police and appropriate recommendations are made to the Courts. During the year one new young offender was sent to the Boys' Home in Kuching and three were returned to North Borneo from this Home. Assistance and advice in settling down has been given them by the Department of Labour and Welfare. In addition, advice or attendance by a member of the Department was given in forty-five Court cases.



*Prison Welfare*

All prisons and lock-ups are visited regularly by Prison Justices and Prison Visiting Committees. For further details see under Prisons.

*Red Cross Society*

The work of the Society in North Borneo continued to expand and all Divisions and Centres were very active. New Centres were opened at Tenghilan, Tawau, Kinarut and Sipitang and are doing very well.

The Branch is now organised on a basis of two Divisions centred at Jesselton and Sandakan, with Centres at Beaufort, Kota Belud, Labuan, Kudat, Ranau, Lahad Datu, Semporna, Papar, Tawau, Tenghilan; and Representatives are at Keningau, Bundu Tuhan, Sipitang and Kinarut.

Welfare work continues to expand, and a Scheme to help the Blind was inaugurated. A small sub-committee was set up to deal with this and was actively engaged in locating blind persons, and where possible, arranging for their training in basket-making etc.

Contact was made with the Royal Commonwealth Society for the Blind, and the Secretary-General for the Blind in Malaya, for advice, and most encouraging replies were received.

Arrangements were concluded with St. Nicholas' Home for the Blind, Penang, to have Ampulardon, a North Borneo boy, for whom the Society accepted financial responsibility during 1960, transferred to the Singapore School for the Blind.

During the course of the year one Chinese girl was sent to Australia for specialist treatment of a brain complication. The girl underwent several operations, and unfortunately succumbed to her illness when it was thought she would recover.

Two prosthetic cases were sent to Kuala Lumpur during the year.

Sewing groups met regularly and provided much needed clothing for emergency use.

All units visited the local hospitals and Old Folks Homes regularly during the year.

Courses and examinations were held regularly by Divisions and Centres in First Aid and Home Nursing.

*St. John Ambulance Association and Brigade*

Towards the end of 1960 the activities of the Association and the Brigade were reorganised, with a result that Divisions were in process of being formed or reformed in Jesselton (four Divisions), Sandakan, Tawau, Papar, Beaufort and Penampang. Orders for much needed new ambulances were placed for Sandakan and Beaufort. Although steady progress was maintained



throughout the year, there was a marked increase in the activities of the Brigade during the second half of 1960. These activities included First Aid and Home Nursing Classes and attendance at the majority of public functions.

During the year the Brigade explored the possibility of training First Aid Units in outlying villages; when the personnel have been fully trained a First Aid kit will be supplied to each village.

### *Boy Scouts*

Early in the year the movement was strengthened by the appointment of two Assistant Chief Commissioners, two Headquarters Commissioners and two Assistant Deputy Camp Chiefs and a very successful and profitable conference, attended by some twenty Commissioners, was held. Sir Roland Turnbull, who as Chief Scout for North Borneo, had given great encouragement to the Association, left the Colony on retirement and his successor, Sir William Goode became the Chief Scout. Another active member of the movement, Mr. G. L. Gray, also left the Colony on retirement. Mr. Gray had been a Scouter, Commissioner and, since the war, Colony Chairman; a spectacular Rally was held at Jesselton in his honour, and was attended by scouts from all over North Borneo.

The Census for 1960 showed that there were 1,487 uniformed members; and, in addition to Jesselton and Sandakan, Labuan now has a Headquarters building. During the year, the Chief Commissioner, the Assistant Training Commissioner and the West Coast Chairman were mentioned in the Honours List. A North Borneo Contingent attended the Jamboree in Australia and a local Scouter attended the Indaba in Holland.

A noticeable feature of scouting in North Borneo is the emphasis on actual scouting rather than on ceremonial parades. This was shown by the large number of First Class Badges which have been awarded—one Troop of thirty-four has no less than fifteen First Class Scouts; and nearly every weekend there are camps or training courses at Gray Park, the Colony Training Centre. Some forty students at Kent College have obtained Preliminary Training Certificates. Excellent results were obtained in the Annual Dollar-a-Job-Week.

The Sprad Shield and the Commissioner's Shield for the best earnings were won by the 1st Jesselton and the 1st Sipitang Troops.

### *Girl Guides*

1960, the Jubilee year of World Guiding was celebrated by the North Borneo Girl Guide Association with a Jubilee Camp held in Jesselton at the Government Secondary School, by kind permission of the Headmaster and the Director of Education. A



total of 127 Guides took part in the week's programme which included Training Sessions, outings, traditional evening camp fires and a reception at Government House. Those attending the camp were Guider representatives from Hong Kong, Singapore, Malaya, Brunei, Sarawak and North Borneo, which gave the gathering an international flavour.

Several training camps were held throughout the year by the resident Girl Guide trainer; one at the Police camp, Gaya Island, and others at Gray Park, by kind permission of the Boy Scouts Association. As a result several Sabah Guiders have received their warrants, two Guiders have gained Camper's licences and two have completed their course of study and active work towards their Guider trainer certificates.

It was with great regret that the Association said farewell upon retirement to Mrs. Gray, wife of the Secretary for Local Government, who for a long time had been actively interested in the Girl Guide Movement, lately serving as Acting President of the Association. Lady Goode honoured the Association by accepting the office of President.

The Girl Guide Association took part in several parades, church services and public functions, held during the year.

There are now four local Associations—Jesselton, Sandakan, Tawau and Kudat. A Brownie Pack was started during the early part of the year in Labuan, and the Guide Company in Beaufort, has once more become active.

#### *North Borneo Anti-Tuberculosis Association (NOBATA)*

The North Borneo Anti-Tuberculosis Association was registered in 1953 as a local voluntary social welfare organisation to help TB patients and their families, and to spread information about the symptoms, effects and control of the disease.

During 1960, NOBATA's work has been continued throughout the Colony and has been extended to cover the Keningau, Pensiangan and Tambunan areas. The work done by the TB Control team in various places has revealed a great increase in the number of people needing assistance.

The Association largely depends on voluntary contributions from the general public but also receives much assistance from the Social Welfare Council, which gives a grant of one dollar for every dollar the Association collects from the public. Early in the year a very generously supported Colony Appeal raised over \$20,000—, but the demands on NOBATA were so great that Government had to be asked for an increased subvention in order to continue the essential work of providing food for the families of TB patients and of paying fares for patients to get their treatment.



In November a new Rest Home was opened by Lady Goode, patron of NOBATA. This Home is situated in Harington Road within easy distance of the TB hospital and accommodates families from outside the capital.

The Social Welfare Council has also been most generous in giving special grants for the three houses for homeless families and for the new Rest Home in Jesselton. U.N.I.C.E.F. have given large supplies of milk powder, soap and vitamins, which have been distributed by nearly all branches.

In places where there are TB in-patients the NOBATA Branch helps to provide reading material, extra food, Christmas parties etc. and occupational therapy in the hospitals.

### *Rotary*

The highlight of the Rotary year was the opening of the Sports Pavilion at the Turf Club ground, Tanjong Aru, in March. This was the major community project of the year, and cost \$10,000.

The year has been a busy and successful one and Rotary has both maintained its former interests, such as sponsoring the annual "Carols by Candlelight" in Jesselton and spread out in other directions.

The Jesselton Rotary Club organized the first flower show in the town in February, and also sponsored the formation of the Jesselton Gardening Society as a follow up of their community service activity. This new Society has since grown in popularity and appears to fill a need in the life of the town.



## *Chapter 8: Legislation*

### *Laws Applicable in the Colony*

THE Colony of North Borneo comprises the former State of North Borneo and the Settlement of Labuan, which were governed respectively by the Laws of the former State and the Laws of the Straits Settlements. The Laws applicable to the whole Colony were revised and published in a Revised Edition, 1953, which with one supplementary volume and annual volumes published every year, now comprise the Laws of North Borneo.

### *Legislation*

The year has been one of considerable progress in legislation and twenty-six Ordinances were enacted. One important Ordinance enacted during the year was the Public Health Ordinance. This provides a full code of the law relating to public health throughout the Colony and, together with regulations made under that Ordinance, came into force on the 1st day of January, 1961. Another lengthy comprehensive Ordinance enacted during the year was the Merchant Shipping Ordinance. This provides a code for North Borneo ships, whether of British registry or otherwise, and makes certain provisions relating to the control of foreign shipping in North Borneo. The subsidiary legislation under this Ordinance has not yet been made and accordingly the Ordinance has not yet been brought fully into force.

Progress has at last been made with legislation relating to personal law: a topic of considerable difficulty having regard to the diverse personal law of groups of persons in North Borneo. An Intestate Succession Ordinance was enacted to provide for the disposition of property where a person dies without making a will and an Adoption Ordinance was passed to provide for both native and non-native adoption of children.

The most important legislation enacted relating to the economic development of North Borneo was the Currency Agreements affecting the Federation of Malaya, Singapore and the British Borneo Territories. A new Mining Ordinance also provided a complete revision of the previous legislation and made fuller provisions in relation to mineral prospecting and safety in mines. A new Petroleum Ordinance and subsidiary legislation under that Ordinance were enacted which came into force on the 1st of January, 1961. A Surveyors Ordinance, providing for the registration of private surveyors, was also designed to facilitate the development of land.



Advances in legislation affecting labour organisation are reflected in the new Wages Councils Ordinance.

Other Ordinances enacted during the year are as follows:

Trade Unions and Trade Disputes (Amendment), Advocates (Amendment), Immigration (Amendment), Land (Amendment), Printing Presses (Amendment), Estate Duty (Amendment), Town and Country Planning (Amendment), Marriage Validation, Offensive Weapons, Application of Laws (Amendment), Public Entertainments (Amendment), Supplementary Appropriation (1959), Widows and Orphans Pensions (Amendment), Income Tax (Amendment), Dogs, Paupers (Amendment) and Appropriation (1961).

An account of the legislation for the year would be incomplete without a reference to the North Borneo Legislative Council (Amendment) Order of Her Majesty in Council which by a rearrangement of membership provides that the Legislative Council of North Borneo has for the first time an unofficial majority. This Order was brought into force on the 10th September, 1960 and there have been two sittings of the Council since that date.



## Chapter 9: Justice, Police and Prisons

### JUSTICE

THE main structure of the North Borneo system of law consists, apart from Orders of the Queen in Council, of Ordinances enacted by the Governor with the advice and consent of the Legislative Council. The basis of the criminal law is the Indian Penal Code with certain modifications. By the Application of Laws Ordinance (Cap. 6) it is provided that, save in so far as other provision is made by the written law in force in the Colony, the common law of England and the doctrines of Equity, together with statutes of general application as administered or in force in England at the commencement of the Ordinance, shall be in force in the Colony.

The Courts functioning throughout the Colony for the administration of civil and criminal law are as follows:

- (1) The Supreme Court of Sarawak, North Borneo and Brunei, comprising—
  - (a) the Court of Appeal;
  - (b) the High Court; and
- (2) The Magistrates' Courts comprising Courts of—
  - (a) Magistrates of the First Class;
  - (b) Magistrates of the Second Class; and
  - (c) Magistrates of the Third Class.
- (3) The Native Courts.

The Supreme Court of Sarawak, North Borneo and Brunei was established by the Sarawak, North Borneo and Brunei (Courts) Order in Council, 1951. The Chief Justice, head of the Supreme Court, has his seat in Kuching but pays periodical visits to North Borneo each year. The Chief Justice stays for a short period in North Borneo each year to deal with High Court cases. The Judges of the Supreme Court are appointed by the Governors on behalf of Her Majesty and His Highness the Sultan of Brunei by Letters Patent under the Public Seal, and the Judges have jurisdiction over the three territories.

The induction of the Honourable the Chief Justice, Sir John Ainley was held in the Supreme Court of Sarawak, North Borneo and Brunei at Jesselton on Monday the 29th February, 1960. The simple and yet solemn ceremony was attended by all Heads of Departments of the Government and many local dignitaries.



Three Sessions of the Court of Appeal were held at Jesselton during the year 1960. Judges came from Sarawak in order to constitute the Court which is presided over by the Chief Justice. There is only one Judge resident in Jesselton. The Judge in North Borneo sits chiefly in Jesselton but also visits other districts on circuit.

The Registrar of the High Court is concurrently the Administrator-General. In his work in the High Court Registry he is assisted by a Deputy Registrar. There is one full-time professional Magistrate. He is stationed at Jesselton, but goes on circuit to Sandakan, Tawau, Beaufort, Tenom, Keningau and other districts to hear cases. The professional Magistrate has been appointed a Stipendiary Magistrate with enhanced jurisdiction in certain criminal matters. He has also been given special jurisdiction in civil matters. In his absence from Jesselton the Registrar and other Magistrates are called upon to deal with the cases that require speedy disposal.

The other Magistrates are drawn from the Administration. Of these there are gazetted thirty-one of the First Class, thirteen of the Second Class and fifteen of the Third Class. Most of these Magistrates are either District Officers or Assistant District Officers. However, several are seldom called upon to exercise magisterial functions.

In the year under review there were eleven Advocates practising in the Colony. Of these, two are resident in Jesselton, one in Sandakan and two in Labuan. The others are from Kuching and Singapore. Since the amendment of the Advocates Ordinance (Cap. 2 of the Laws of North Borneo) admission of non-resident Advocates, other than those practising in Sarawak and Brunei and members of registered partnerships, has been severely restricted in order to foster the development of a local legal profession.

In the High Court civil litigation in the main consists of actions for the recovery of money lent, or money for goods received. There were, however, several cases of damages arising out of negligence in tort under the Law Reform (Miscellaneous Provisions) Act, 1934, and under the Fatal Accident Acts, 1846 to 1864. There have been several cases of disputes over titles to land.

### *Native Courts*

Quite distinct from the magisterial courts are the Native Courts, of which there were thirty-five in the Colony at the end of the year. The Courts are established under the provisions of the Native Courts Ordinance (Cap. 86) and have jurisdiction in the following matters:

- (a) in cases arising from breach of native law or custom, in which all the parties are natives;



- (b) in cases arising from breach of native law or custom, religious, matrimonial or sexual, if the sanction of the District Officer has been obtained to the institution of proceedings where one party is a native;
- (c) in cases arising from breach of Muslim law and custom in which all the parties are Muslims; and
- (d) in other cases where jurisdiction is expressly conferred by other legislation.

For offences against native law or custom a Native Court may impose a fine or may order imprisonment, or may inflict any punishment authorised by native law or custom that is not repugnant to natural justice and humanity.

Appeals from the Courts lie to the District Officer, who also has the power of revision, and from the District Officer to the Native Court of Appeal, which is composed of a Judge of the Supreme Court as President, the Resident of the residency in which the original proceedings took place, and one Native Chief appointed by the Governor in each case to be a member of the Court.

A record of the work of the Courts of the Colony during 1960 will be found in Appendix IX.

## P O L I C E

### *General Review*

The Colony enjoyed another year of peace and tranquillity during 1960 and the low incidence of crime was once again noteworthy. Although the population has increased by over thirty-six per cent since 1951 there has been no corresponding increase in the rate of crime. The generally favourable crime position is attributable partly to the fact that full employment is the rule in the Colony and partly to the inherent honesty of the people and their respect for the law.

There was however during the year an increasing need for Police to investigate the less serious offences of contraventions against Ordinances other than the Penal Code Ordinance. Since 1956, indeed, there has been a thirty per cent increase in the number of such offences reported, an increase which is due largely to Police action taken under the Immigration and Road Transport Ordinances, and was to be expected in view of the increase in the number of motor-vehicles using the roads and the continued flow of immigrant labour.

### *Piracy*

Piracy on the high seas off the East Coast of North Borneo continued unabated. Forty-two cases of piracy outside territorial waters were reported during the year, involving a loss of over 600 tons of copra and a lesser amount of nutmeg.



*Police Organisation*

Police organisation remained in the main unchanged from that in 1959. Police Headquarters are situated at Kepyau, five miles from Jesselton, where the Commissioner is assisted by the Deputy Commissioner, Assistant Commissioner, Special Branch Staff Officer, Administration, Officer Commanding Criminal Investigations Department and the Director of Music, who also acts as Quartermaster. The Commissioner is assisted in his non-police responsibilities by Staff Officers for Immigration and Road Transport. The Assistant Commissioner, East Coast Division, based in Sandakan, is responsible for policing the administrative Residencies of Sandakan and Tawau, and also commands the Marine Police Branch with its headquarters also in Sandakan. The Interior and West Coast Divisions are commanded directly from Police Headquarters. During the latter part of the year, the Officer-in-Charge of Beaufort Police District moved his Headquarters to Tenom and thenceforth was designated as Officer-in-Charge of the Interior Police District, responsible for the policing of the whole of the Interior Residency.

*Establishment and Strength*

The establishment of the Force in 1960 remained unaltered from 1959. The establishment and strength were as follows:

|                    |     |     |     | <i>Establishment</i> |        | <i>Strength</i> |  |
|--------------------|-----|-----|-----|----------------------|--------|-----------------|--|
|                    |     |     |     | 1960                 | 1-1-60 | 31-12-60        |  |
| Gazetted Officers  | ... | ... | ... | 24                   | 22     | 23              |  |
| Inspectors         | ... | ... | ... | 33                   | 33     | 32              |  |
| Sergeant-Majors    | ... | ... | ... | 20                   | 18     | 20              |  |
| Sergeants          | ... | ... | ... | 72                   | 53     | 59              |  |
| Corporals          | ... | ... | ... | 113                  | 118    | 117             |  |
| Constables         | ... | ... | ... | 754                  | 750    | 756             |  |
| Rural Constables   | ... | ... | ... | 26                   | 26     | 26              |  |
| Police Immigration |     |     |     |                      |        |                 |  |
| Examiners          | ... | ... | ... | 13                   | 13     | 13              |  |
| Teacher            | ... | ... | ... | 1                    | 1      | 1               |  |
| TOTAL ...          |     |     |     | 1,056                | 1,034  | 1,047           |  |

The figures for Inspectors include one Dusun Chief Inspector who was appointed during the latter part of the year to act as an Assistant Superintendent.

The racial composition of the Force on 31st December, 1960, was 22 Europeans, 549 Dusuns, 167 Muruts, 41 Bajaus, 56 Chinese, 20 Indians, 24 Sino-Dusuns, 7 Pakistani, 18 Sikhs, 68 Bruneis and 75 others.



*Police Reserve and Special Constabulary*

No members of the Police Reserve were recalled for duty during 1960. The strength at 31st December remained at 204, the twelve resignations which took place during the year being counter-balanced by twelve enlistments.

There was some initial response to the drive to enlist more Special Constables, and there are now detachments at Labuan, Sandakan, Tawau and Semporna with a total overall strength of eighty-five.

*Recruits and Training*

The authorised establishment for recruits remained at 50, and 48 were enlisted during 1960. Again, as in 1959, the educational standard continued to improve, with a much higher percentage of English-speaking men. Considerable increases in educational allowances, payable to Sergeant-Majors and below, were authorised with effect from 1st January, 1960 as follows:

|                                      |      |     |       |
|--------------------------------------|------|-----|-------|
| Senior Cambridge, or its equivalent: | \$70 | per | month |
| Junior School Certificate, or its    |      |     |       |
| equivalent:                          | \$50 | "   | "     |
| Secondary V (English):               | \$35 | "   | "     |

The racial composition of recruits enlisted during the year was Dusun twenty, Bruneis seven, Chinese five, Sino-Dusuns two and others eleven.

| <i>Recruit Training</i> |     |          | <i>Completed Training</i> |     |          |
|-------------------------|-----|----------|---------------------------|-----|----------|
| On 1st January, 1960    | ... | 12       | In 1960                   | ... | 31       |
| Recruited during 1960   | ... | 48       | Discharged as             |     |          |
|                         |     |          | unsuitable                | ... | 4        |
|                         |     |          | Under training on         |     |          |
|                         |     |          | 31-12-60                  | ... | 25       |
|                         |     | <hr/> 60 |                           |     | <hr/> 60 |

Thirteen Refresher Courses were held during the year for Police newly returned from vacation leave, a total of 184 men. English evening-classes were continued on a voluntary basis on two evenings per week and, as in the past, proved very popular.

Training of the three platoons of Mobile Force stationed in Jesselton continued to be maintained at a high level, and full use was made of the jungle training camp on Pulau Gaya. A number of successful and spectacular demonstrations in jungle warfare and jungle survival were given during the year to important visitors, including one for the Deputy Inspector-General of Colonial Police.



Complete re-training of the platoon based in Sandakan was effected towards the end of the year by a Chief Inspector specially detailed from the Police Depot for the purpose.

During May 1960, a section of Mobile Force participated in a training exercise with the military forces in Kota Belud.

### *Discipline, Morale, Health and Welfare*

Discipline and morale remained at a high level, and there were few resignations. There was an appreciable decrease in the number of disciplinary offences treated in Orderly Room. The lack of married quarters was once again the greatest single factor adversely affecting the morale of the Force, but it is gratifying to be able to report that the situation will be greatly alleviated in 1961, when new police buildings, for which funds have now been provided, are erected.

A Central Canteen Fund was operated from Police Headquarters, from contributions from the Police Depot Canteen and from outstation canteens. Welfare, indoor and outdoor sports equipment was provided from this Fund to all Police formations, large and small, and the general welfare and morale of the Force benefitted greatly as a consequence. The canteens were operated by members of the Force themselves, directed by Committees elected from all ranks. A percentage of the small profits accruing therefrom formed the basis of contributions to the Central Fund.

Police teams and individuals remained in the forefront of North Borneo sports. Three members of the Force represented North Borneo at Association football, and several outstanding police athletes gained international honours on the sports field, including the Singapore, Malayan and Borneo Games competitions.

The health of the Force continued at a satisfactory level although tuberculosis remained a problem and ten cases were reported. One serving member of the Force died from TB during the year.

A clinic was held weekly in the Depot for the families of police stationed in the Jesselton area. This clinic is operated partly on a volunteer basis by wives of police officers and partly with assistance from the Medical Department. It has over the years proved itself of great benefit for reasons of both health and morale.

### *Band*

The year 1960 has been for the band one of steady progress, and its services were in increasing demand. Public concerts sponsored by the Radio Sabah Musical Society were given monthly at the beginning of the year, but from the end of June until October the band ceased to function whilst its members and the



Director of Music went on leave. During June a tour of the Interior Residency took place, and everywhere the band was given a warm welcome and met with overwhelming hospitality. The Music Library was enlarged steadily as funds permitted. This Library already has the whole repertoire of Gilbert and Sullivan. Selections from the latest musical shows are now on order, and it is hoped to obtain in future transcriptions of local music. Where possible, monthly performances were given during the year to patients of Jesselton hospitals. The year ended on a joyful note with the annual Christmas Eve performance before the Carols by Candlelight programme on Jesselton Town Padang.

### *Transport*

The following Force Transport, excluding bicycles, was available during 1960:

|                          |     |     | 1st Jan., 1960 | 31st Dec., 1960 |
|--------------------------|-----|-----|----------------|-----------------|
| Lorries                  | ... | ... | 1              | 1               |
| Vans and buses           | ... | ... | 8              | 7               |
| Landrovers               | ... | ... | 8              | 12              |
| Motorcycles              | ... | ... | 8              | 8               |
| Fire-tenders (Bedford)   | ... | ... | 3              | 2               |
| Fire-tenders (Landrover) | ... | ... | 5              | 4               |

Four vehicles: one Bedford fire-tender, one Jeep fire-tender and one van, were written-off during the year and replaced by four new Landrovers. Police transport, however, still remained inadequate.

### *Marine Branch*

Operational craft during the year consisted of three 70/75-foot sea-going launches, five 37-foot sea-going kumpits and one small harbour launch. One small patrol kumpit which had been unserviceable for a long time was finally written-off. Two 24-foot fast pursuit craft are nearing completion. They will be powered each by twin 75-horse-power outboard engines.

A slightly higher average of days at sea was maintained than in 1959 although once again the kumpits continued to have engine trouble.

On the occasion of the Philippines Navy Day, a Police launch visited the Philippine base at Batu-Batu, taking basket-ball and volley-ball teams to participate in a competition specially organised for the occasion. During October, a disastrous fire occurred in Jolo, in the Southern Philippines, and police launches were instrumental in transporting large relief supplies donated by organisations and firms in North Borneo.

Training of crews continued during 1960. In the Serang class, one Corporal (now a Sergeant) passed the Special Grade Examination, three Constables passed the Grade I Examination, and one



Constable passed the Grade III Examination. In the engine-room class, one Constable (now a Corporal) passed the Grade I Examination and two Constables passed the Grade II Examination.

The total mileage steamed during 1960 was 60,084, a substantial increase over the 1959 figures of 53,593.

The Branch stopped and searched 1,020 craft in 1960, of which fifty craft with eighty-nine persons on board were arrested.

Radio contact was maintained both between Marine Branch craft and with shore stations.

### *Radio Communications*

The Police Radio network handled a steadily increasing volume of traffic during the year, and VHF Stations at Penampang, Menggatal and Inanam Police Stations were added to the network system. New VHF sets were installed in police radio vans in Jesselton, Sandakan and Tawau. All radio sets are installed and maintained by the Posts and Telegraphs Department.

Permanent watches are maintained in Jesselton, Sandakan and Tawau, and permanent emergency frequencies are maintained in Jesselton and Sandakan. Daily contacts are also made from Police Headquarters with the Sarawak Constabulary and the Brunei Police.

### *Buildings*

No new police building was erected during the year.

### *Crime*

Detailed Penal Code statistics are given in Appendix XA and XB. The following comparative table indicates how remarkably little change has taken place in recent years:

#### *Penal Code Offences*

| <i>Accepted Cases</i>                 | 1957 | 1958 | 1959 | 1960 |
|---------------------------------------|------|------|------|------|
| Offences against lawful authority ... | 54   | 48   | 53   | 83   |
| Offences against public morality ...  | 8    | 12   | 13   | 10   |
| Offences against the person ...       | 124  | 128  | 141  | 131  |
| Offences against property ...         | 554  | 651  | 567  | 595  |
| Other Penal Code offences ...         | 17   | 19   | 7    | 16   |
| TOTAL                                 | 757  | 858  | 781  | 835  |
| Percentage of cases cleared up ...    | 54%  | 53%  | 59%  | 64%  |
| Number of persons convicted ...       | 383  | 448  | 495  | 552* |

\*The 1960 figures do not include nineteen cases pending trial in 1961.



The statistics of other Ordinances are shown in Appendix XC, and the following table indicates comparative figures since 1957:

|                                 | 1957  | 1958  | 1959  | 1960   |
|---------------------------------|-------|-------|-------|--------|
| Reported cases ... ..           | 2,056 | 3,293 | 3,627 | 4,894  |
| Police warnings/rejected ... .. | 623   | 1,060 | 1,056 | 1,796  |
| Accepted cases ... ..           | 1,433 | 2,233 | 2,571 | 3,098  |
| Persons convicted ... ..        | 1,537 | 2,635 | 2,421 | 2,901* |

\*This figure does not include fifty-two cases pending trial.

The number of juveniles convicted of Penal Code offences shows little change. The appointment of probation officers in the future should tend to divert potential offenders away from crime. Appendix XD (age groups) and XE (races) give details of juveniles convicted of Penal Code offences.

### *Immigration Branch*

There has been a considerable increase in the overall total number of passengers handled and an increase in shipping. This increase reflects the upward trend recorded last year.

In 1960, Labuan International Airport closed down for extension and repairs. The traffic formerly handled by this airport now passes through Brunei. This has resulted in an increase of passenger traffic handled by Jesselton airport.

Comparative figures of international travel documents, visas and entry permits issued are as follows:

|                                       | 1957  | 1958  | 1959   | 1960   |
|---------------------------------------|-------|-------|--------|--------|
| British Passports ... ..              | 761   | 878   | 695    | *773   |
| Passports Renewed ... ..              | 248   | 275   | 353    | *328   |
| British Emergency Certificates ... .. | 61    | 126   | 140    | 171    |
| Certificates of Identity ... ..       | 2,175 | 2,325 | 2,490  | 1,971  |
| Visas ... ..                          | 608   | 903   | 807    | 1,158  |
| Entry Permits ... ..                  | 104   | 142   | 115    | 232    |
| Labourers Permits ... ..              | 3,630 | 4,494 | 4,336  | 8,529  |
| TOTAL ...                             | 7,587 | 9,143 | 10,025 | 13,162 |

\*NOTE: These figures include North Borneo British Passports issued and renewed by Immigration Authorities outside the Colony. There has again been an increase in issue of British Passports. This trend is expected to continue as more passports issued in the postwar period expire and are due for replacement.

Shipping, aircraft and passenger statistics (at point of first entry) showed an overall increase as tabled:

| <i>Labuan</i>                   | 1957   | 1958   | 1959   | 1960  |
|---------------------------------|--------|--------|--------|-------|
| Ships ... ..                    | 1,737  | 1,437  | 1,556  | 1,321 |
| Aircraft ... ..                 | 2,867  | 2,033  | 1,460  | 705   |
| Passengers in ... ..            | 12,979 | 10,646 | 10,025 | 9,400 |
| Passengers out ... ..           | 13,676 | 11,749 | 10,994 | 9,298 |
| Passengers transit ... ..       | 10,269 | 8,934  | 10,267 | 7,419 |
| *Crew members in ) native craft |        |        |        | 5,902 |
| *Crew members out )             |        |        |        | 4,820 |





Mount Kinabalu from Bundu Tuhan.

(Mr. J. M. Dinwiddie).







| <i>Sandakan</i>    |                |     | 1957   | 1958   | 1959   | 1960   |
|--------------------|----------------|-----|--------|--------|--------|--------|
| Ships              | ...            | ... | 1,421  | 1,307  | 1,182  | 1,304  |
| Aircraft           | ...            | ... | 6      | —      | 7      | 3      |
| Passengers in      | ...            | ... | 12,219 | 9,662  | 9,892  | 2,484  |
| Passengers out     | ...            | ... | 12,339 | 9,470  | 9,428  | 1,883  |
| Passengers transit | ...            | ... | —      | 1,643  | 1,093  | 496    |
| *Crew members in   | ) native craft |     |        |        |        | 10,737 |
| *Crew members out  |                |     |        |        |        | 10,691 |
| <i>Tawau</i>       |                |     |        |        |        |        |
| Ships              | ...            | ... | 3,766  | 3,469  | 4,071  | 5,814  |
| Aircraft           | ...            | ... | —      | —      | —      | —      |
| Passengers in      | ...            | ... | 21,082 | 17,890 | 21,282 | 4,867  |
| Passengers out     | ...            | ... | 21,063 | 17,890 | 20,228 | 2,395  |
| Passengers transit | ...            | ... | —      | 135    | 170    | 506    |
| *Crew members in   | ) native craft |     |        |        |        | 39,651 |
| *Crew members out  |                |     |        |        |        | 38,629 |
| <i>Jesselton</i>   |                |     |        |        |        |        |
| Ships              | ...            | ... | —      | —      | 121    | 107    |
| Aircraft           | ...            | ... | —      | —      | 205    | 445    |
| Passengers in      | ...            | ... | —      | —      | 4,833  | 8,596  |
| Passengers out     | ...            | ... | —      | —      | 3,008  | 7,232  |
| Passengers transit | ...            | ... | —      | —      | —      | 419    |
| <i>Other Ports</i> |                |     |        |        |        |        |
| Ships              | ...            | ... | 326    | 1,636  | 1,714  | 1,690  |
| Aircraft           | ...            | ... | —      | 127    | —      | —      |
| Passengers in      | ...            | ... | 4,821  | 6,310  | 6,309  | 6,667  |
| Passengers out     | ...            | ... | 3,839  | 5,449  | 5,272  | 2,970  |
| Passengers transit | ...            | ... | —      | —      | —      | —      |
| *Crew members in   | ) native craft |     |        |        |        | 7,533  |
| *Crew members out  |                |     |        |        |        | 7,408  |

\*NOTE: This is the first report in which crew members of native craft engaged in the entrepot trade have been extracted from the overall totals of passengers in and out of the Colony. These crews are permitted to land for varying periods to conduct their negotiations for cargoes.

188 applications were received in connection with immigrant enterprises as compared with forty in 1959. Thirty-three of these involving a total of 104 persons entering the Colony, were approved. Interest in development of business potentialities in North Borneo continues to be shown in Hong Kong, the Philippines, Indonesia, and to a lesser extent, Singapore and Malaya.

There was a lack of response to the scheme for the entry of agricultural workers to the Colony from Hong Kong during 1960. Twenty families arrived as compared with sixty-two families during 1959. The post of North Borneo Liaison Officer in Hong Kong was abolished in June, 1960.

The total number of offences under the Immigration Ordinance reported during the year was 320 of which 283 resulted in convictions involving sentences passed on 408 persons of whom 321 served sentences in prison.



An important amendment to Immigration legislation was enacted during the year to permit statements made to Immigration Officers, whether Police Officers or not, to be admissible in Court.

The overall organisation of the Department in 1960 remained the same as in 1959. The Commissioner of Police as Commissioner of Immigration was assisted by a Staff Officer at Headquarters and O.C.P.Ds. acted as Assistant Commissioners of Immigration.

The establishment was increased by one Police Constable clerk making a total of thirteen Police Immigration Examiners, thirteen clerks and two Police Constable clerks distributed throughout the Colony. At Immigration Headquarters' the effective strength was one Confidential Secretary, four clerks and two Police Constable clerks.

A total of 12,496 applications and other items of correspondence were received by Immigration Headquarters during the year, an average of over 1,000 per month, as compared with 11,444 during 1959. This reflects an increase of 9.2 per cent. In addition 9,195 items of correspondence including travel documents, entry permits, etc. were despatched. Classified material is not included in the foregoing.

During November, 1960, Immigration Headquarters moved into more spacious offices. The better facilities thus afforded together with detailed reorganisation to stream-line procedure which has recently been carried out, is expected to increase efficiency during 1961.

## PRISONS

### *Organisation*

The Prisons Department is administered by the Commissioner of Police as Commissioner of Prisons.

The Central Prison at Jesselton, with accommodation for 188 men and ten women prisoners, is under the charge of a Superintendent of Prisons. The Prison at Sandakan, which has accommodation for seventy-two males and six females, and seventeen smaller prisons in outstations, are in the charge of Police or Administrative Officers.

All persons sentenced to twelve months or more are transferred to the Central Prison, all those with sentences of six months or more serve their sentences in either Jesselton or Sandakan, and only those with sentences of under six months remain in the outstation prisons.

### *Staff*

There were no alterations in the staff establishment during the year.



The staff work a 48-hour week having one day off each week and time-off in lieu of all work done on Public Holidays.

The establishment and strength of the Prisons Department at the beginning and end of the year were as follows:

|                         |     |     | <i>Establishment</i> | <i>Strength</i> |          |
|-------------------------|-----|-----|----------------------|-----------------|----------|
|                         |     |     | 31-12-59             | 1-1-60          | 31-12-60 |
| Gazetted Officers       | ... |     | 1                    | 1               | 1        |
| Principal               | ... | ... | 1                    | —               | —        |
| Chief Warders           | ... |     | 2                    | 2               | 2        |
| Assistant Chief Warders |     |     | 2                    | 2               | 2        |
| Senior Warders          | ... |     | 7                    | 6               | 6        |
| Warders                 | ... | ... | 50                   | 50              | 47       |
| Wardresses              | ... | ... | 3                    | 3               | 3        |
| Trade Instructors       | ... |     | 1                    | 1               | 1        |
| Clerks                  | ... | ... | 2                    | 2               | 2        |
|                         |     |     | <hr/>                | <hr/>           | <hr/>    |
|                         |     |     | 69                   | 67              | 64       |
|                         |     |     | <hr/>                | <hr/>           | <hr/>    |

### *Discipline and Health*

Prison Offences showed a decrease during the year. Only seventeen disciplinary offences were committed by the prison staff compared with twenty-one in 1959, whilst prisoners committed sixty-two offences against regulations compared with seventy-one in 1959.

There were seven escapes during the year; five were recaptured.

The standard of health and cleanliness in the prisons was very good throughout the year. There was one death in the Central Prison from coronary thrombosis.

A Trained Hospital Assistant supervises the small prison hospitals in the Jesselton and Sandakan prisons. Medical Officers visit all prisons regularly.

### *Classification of Prisoners*

Prisoners are classified as follows:

- (a) first offenders;
- (b) recidivists;
- (c) young prisoners (sixteen to twenty-one years of age);
- (d) juvenile male prisoners (below sixteen years of age);
- (e) juvenile female prisoners (below sixteen years of age);
- (f) remand prisoners;
- (g) female prisoners.



A scheme is in operation whereby prisoners receive promotion by progressive stages for diligence, good work and good behaviour and thus become entitled to various privileges. There is also an Earning Scheme with rates of pay ranging from forty-five cents (approximately 1s. 0d.) per week to two dollars forty cents (approximately 5s. 7d.) per week.

Long sentence prisoners are taught a trade in the Central Prison, where there are workshops for tinsmiths, carpenters, cobblers, blacksmiths, tailors and cane-workers. Prisoners with an agricultural background may be employed on the Prison Farms.

### *Welfare, Education and Sports*

All prisons and lock-ups have a small library of books and magazines.

At the Central Prison there is a film show once a month and the prisoners put on four concerts in the course of the year.

There is also a radio installed in the Mess Hall. Selected prisoners are taken to the beach on Sunday afternoon for swimming, and have attended local football matches.

Volley ball, table-tennis, football and badminton are played in the evening, and football and volley ball matches have been played against local teams.

Educational Classes continue to be very popular with the prisoners. There is a compulsory literacy class and, during the first half of the year, there were English classes which unfortunately had to be closed down for lack of a teacher.

### *Visiting Justices—Visiting Committees*

The Visiting Committees visited all prisons and lock-ups monthly, and lady members of these committees regularly visited the female prisoners at Jesselton and Sandakan. Their reports were generally very satisfactory throughout the year and they received few complaints from the prisoners.

### *Admissions*

918 male and twenty-six female prisoners were committed during the year, of whom 618 males and eleven females were sentenced to imprisonment.

### *Juvenile Delinquents*

There were thirteen juveniles admitted on remand in 1960 compared with thirteen in 1959.



## *Chapter 10: Public Works and Public Utilities*

### PUBLIC WORKS AND PUBLIC UTILITIES

#### *Public Works Department*

THE Public Works Department is responsible for all engineering and building works of a public nature. The Department is under the direction of the Director of Public Works who is assisted by a Deputy Director and two Assistant Directors.

The Departmental Headquarters which are at Jesselton, include the specialist branches of Architecture, Hydraulics, Mechanical and Electrical, and Roads, each under a senior Executive Engineer. A Divisional organisation has been set up with six divisions under Executive Engineers for Jesselton, West Coast Outstations, Sandakan, Tawau, Interior and Labuan respectively. Although the senior staff has been brought up to full establishment, there is still a shortage in the junior technical and professional grades.

#### *Expenditure*

Expenditure during the year amounted to approximately \$20.28 million of which \$4.14 million were met from Colonial Development and Welfare Funds and \$1.53 million from Loan Funds. Personal Emoluments amounted to \$1.55 million or 7.68 per cent of the Department's total Expenditure during the year.

#### *Wharf Construction, and Port Area Development*

At Jesselton the new Customs Office was occupied in July, and the new godown which will ultimately be 240 feet by 120 feet clear space is nearing completion but is already in use.

At Labuan and Sandakan further small stores were constructed and road works are nearly complete.

At Tawau a new 650 feet reinforced concrete wharf is under construction, and plans are also being prepared for a new wharf at Kudat.

#### *Sewerage*

The scheme at Tawau was brought into operation during the year, and minor extensions were made to most existing schemes.

#### *Reclamation*

Work on the Kampong Ayer reclamation scheme at Jesselton continued. One portion of the area was about to be handed over at the end of the year. The Tuaran Road scheme in Jesselton was completed and provided nineteen acres of building land in an area formerly mangrove swamp. A new thirty-eight acre reclamation scheme to extend the port area has just commenced.



*Air Fields*

The new Jesselton runway was in use during the year; Viscount Aircraft of Malayan Airways Limited and Beverley and Hastings Aircraft of the R.A.F. were regular users.

Work on the reconstruction and resurfacing of the Labuan airfield runway, taxi-ways and parking area was carried out, and by the end of the year the wearing course for the runway was being laid. When finished early in 1961, there will be a 6,050 feet runway with an LCN rating of fifty-five. Sandakan taxi-ways and apron were repaired, and plans were prepared for improvement to Lahad Datu and Tawau runways to bring them up to Dakota standard.

At Telupid a feeder airstrip was completed to take Twin Pioneers. This will be of assistance to survey teams investigating the Labuk area.

*General*

In addition to the branches mentioned above the Department operates mechanical and electrical workshops for the maintenance of plant and equipment and of all Government transport.

The electrical side was strengthened during the year by the arrival of an Electrical Engineer, and electrical specifications and servicing are already benefitting.

A soils laboratory has been in operation for a year or two, but during 1960 a centralised laboratory building was commenced with sections for soils, hydraulics and chemical and bacteriological testing. Facilities for soils and other materials testing, water meter checking, hydraulic model studies and water analysis will thereby be provided.

**WATER SUPPLY**

The Public Works Department is responsible for the water supplies in all the larger towns in the Colony.

The supply of water in urban areas however is nowhere wholly satisfactory though considerable improvements have been effected. Urban expansion and reconstruction (which have increased in tempo during recent years) continue to tax water supplies severely.

The new Jesselton Water Supply which came into operation in 1958 operated satisfactorily except for a defect in the twelve-inch diameter pumping main, which was found to have reduced the pumping capacity by about twenty per cent. Though this was remedied, the mains extensions already in hand to the outlying townships of Inanam, Donggongan and Kosigui, and the general increase in demand, show that an expansion of the supply will have to be considered in the immediate future. Bore well drilling in Sandakan resulted in three new serviceable wells, two of which



have been tested to yield about 10,000 gallons per hour each. By the end of the year work was in hand to extend the supply to Leila Road and Bokara Road and to construct a central service reservoir of 1.5 m.g. capacity near the existing treatment works and a subsidiary reservoir at Tanah Merah. At the end of the year, the Departmental Bore Well Drilling Rig was transferred from Sandakan to Labuan to start a new drilling programme there.

In Papar, investigations were completed for a scheme to pump water from the Papar River at Limbahau, and to instal settlement tanks for coagulation and filtration. Survey works have been completed and the detailed design is in hand. Subject to early delivery of plant it is expected that the scheme will be completed in the later part of 1961.

The Lau San Valley in Kudat which had been surveyed and investigated for an impounding scheme, was abandoned owing to objections from the landowners. Investigations into another valley near Mile 7 Loro Road are in progress and show indications of providing a remedy for the water supply problem of Kudat.

The supply in Tawau was stretched to its limit and additional pumps had to be ordered to increase the rate of supply.

The new Water Laboratory in the Department came into operation early in the year. Since then, the practice of sending water samples regularly to Singapore for examination ceased. The work of the Laboratory was later extended to cover a regular bacteriological and chemical examination of water samples from Jesselton, Sandakan, Tawau, Labuan and Tuaran as well as occasional samples from the various other supplies in the Colony.

The town water supplies in the Colony are listed below:

|            | <i>Average<br/>Daily Supply<br/>Gallons</i> | <i>Approx.<br/>Capital<br/>Value<br/>\$</i> | <i>Source of Supply</i>           | <i>Treatment</i>   |
|------------|---|---|-----------------------------------|--|
| Jesselton  | 1,190,000                                   | 2,968,000                                   | Moyog River                       | Rapid Gravity<br>Filters.  |
| Tuaran     | 180,000                                     | 286,000                                     | Tuaran River                      | Pressure Filters.  |
| Kota Belud | 100,000                                     | 136,009                                     | Shallow Wells                     | None.  |
| Kudat      | 40,000                                      | 24,000                                      | Shallow Wells                     | None.  |
| Labuan     | 220,000                                     | 350,000                                     | Bore Wells                        | None.  |
| Sandakan   | 580,000                                     | 695,000                                     | Bore Wells and<br>Batu Limn River | None.<br>Rapid Gravity<br>Filters.   |
| Tawau      | 500,000                                     | 951,000                                     | Tawau River                       | do.  |
| Lahad Datu | 40,000                                      | 20,000                                      | River Tabanac                     | None.  |
| Semporna   | 5,000                                       | Private<br>supply                           | Private Wells                     | None.  |
| Keningau   | 80,000                                      | 140,030                                     | Stream Intake                     | None.  |
| Tenom      | 170,000                                     | 58,000                                      | do.                               | None.  |
| Beaufort   | 90,000                                      | 145,000                                     | do.                               | All supplies except<br>Kudat, Lahad Datu<br>and Semporna are<br>chlorinated. |

Negotiations for the transfer of the Semporna Water Supply to public ownership were completed during the year.



## ELECTRICITY

The North Borneo Electricity Board has completed its fourth year of operation since its inception on the 1st January, 1957. During 1959 the Board's profits fell slightly and a dividend of two per cent was declared on the ordinary stock of \$2,570,000 all of which is held by Government. The Board's distribution and transmission systems remain standardised at 11,000 v. 6,600 v. and 400/230 v. AC fifty cycles. All undertakings are on a twenty-four hour supply.

There has been steady progress through 1960 mainly involving the building up of generating capacity.

Unfortunately there was a delay in the delivery of the SV sets for Sandakan, Jesselton and Tawau and these were not commissioned until the second half of the year. In Sandakan this resulted in an unforeseen extension of the operation of the wood burning steam generating plant with its high attendant operating cost. This has adversely affected the economy of this undertaking, which shows a loss for the current year. The delay in the installation of the 16SV set in Sandakan also postponed the overhaul of the 750 Kw. Crossley set which is now not expected to be back into operation until early 1961. A further 16SV set was placed on order for delivery in January, 1961. By the end of the first quarter 1961 this station will have all-diesel generation and the operating cost will therefore drop considerably and Sandakan should show a normal surplus of revenue over expenditure.

The new 8SV sets at Tawau were completed in November and it was then possible to lift the restrictions on supplies that had to be necessary during the early part of the year as the original plant was more than fully loaded.

In Jesselton the first 16SV set was commissioned in September and the second unit will be running by early February.

Owing to the delay in the delivery of the new sets the subsequent movement of the plant to other stations was also affected and at Labuan, Lahad Datu and Tenom the work in increasing generating capacity will not be completed until the first half of 1961.

Accommodation for staff continues to be a problem and new quarters of an improved design are being erected at Tawau and Jesselton for completion in early 1961.

The load and revenue continues to increase but the surplus of revenue over expenditure has not reached expectation mainly due to the high expenditure at Sandakan.

In Sandakan the twenty per cent surcharge in force in 1959 was reduced to ten per cent for 1960 and this surcharge will continue for at least a further year to the end of 1961.

Keningau and Papar which serve rural areas were not able to meet their operating costs but there are good signs that there is



potential development in these areas and it is hoped that in the not too far distant future these stations will be able to pay their way.

The following figures show the increase in the Board's growth during recent years.

|                        | 1957      | 1958      | 1959      | 1960       | Increase |
|------------------------|-----------|-----------|-----------|------------|----------|
|                        | Kw.       | Kw.       | Kw.       | Kw.        | on 1959  |
| Installed capacity ... | 2,317     | 3,602     | 5,694     | 7,849      | 38%      |
| Consumers ...          | 2,461     | 3,319     | 6,462     | 7,163      | 10%      |
| Units sold ...         | 3,860,000 | 3,781,500 | 9,490,107 | 13,744,439 | 45%      |

Except for Sandakan the financial results of the years working were much as expected. The overall revenue per unit excluding Sandakan was 18.45 cents and with Sandakan 19.15 cents. The cost per unit excluding Sandakan was 17.5 cents and with Sandakan 18.87 cents.

To meet the demand for qualified plant operators the Board commenced a part-time course for its staff and by the end of the year three Power Station Attendants were successful in the written, oral and practical examinations for the Second Class Diesel Certificates.

### *The Board's Stations*

*West Coast Branch.* In Jesselton the number of units sold increased by twenty-three per cent from 5,442,462 to 6,691,609, with a rise in consumers from 1,916 to 2,456. The peak load was 1,920 Kw. at the end of the year.

Transformer capacity was increased particularly at Kepayan where there has been an increase in small industry. A route to Tuaran, twenty-two miles distant, was surveyed for the erection of a 22 Kv. line scheduled for completion by the middle of 1961, when Tuaran Power Station will close down and the area will be supplied from Jesselton.

In Labuan the number of units increased by eighteen per cent from 1,352,018 to 1,593,790, with consumers increasing from 566 to 603. These results were better than expected.

Labuan continues to develop, if somewhat slowly, as evidenced by the consumption figures.

Tuaran unit sales increased by forty-eight per cent from 253,265 to 357,306 while consumers increased from 182 to 241. The plant operated satisfactorily throughout the year though it is now fully loaded.

In Kudat units sold increased by forty-five per cent from 163,489 to 237,028. Consumers increased from 276 to 312. The peak load has risen to 110 Kw.

The installation of the two 154 Kw. Blackstone sets was completed by July and increased the installed capacity of the station to 358 Kw. A 6.6 Kv. HT. line was extended from the



power station to Mile 3, along the Airport Road to supply the hospital and potential industrial consumers. A number of domestic consumers along the route have also been connected.

Industry appears to be increasing in Kudat. A number of small factories now use electric motors while a new electric rice mill provides an useful load.

In Keningau units sold increased by 110 per cent from 44,730 to 94,035 and consumers from ninety-nine to 127. Keningau, however, is still running at a loss but domestic consumption is improving, one rice mill owner is using electric power and a further rice mill will be connected early in 1961. There are good signs of development in Keningau and it is hoped that before long this station will pay its way.

In Papar units sold increased by 105 per cent from 47,615 to 98,946 and consumers from 138 to 148. Papar still loses money but it is a prosperous town and this undertaking should in the near future be able to pay its way.

In Tenom units sold increased by 132 per cent from 72,557 to 168,357 and consumers from 186 to 198. Tenom is a fast growing town with good potentialities for the use of electricity. At present the old power station is in use with the plant consisting of five 22 Kw. Lister sets. The new power station building and surrounds have been completed awaiting the transfer of larger plant from Labuan and Tuaran. It is expected that the new power station should be in operation during the third quarter of 1961.

*East Coast Branch.* Sandakan unit sales increased from 1,459,404 to 3,560,660 and consumers from 1,995 to 2,113. The Sandakan Light and Power Company was taken over by the Board on the 1st July, 1959, and therefore from the above figures the average increase in consumption in 1960 over 1959 was twenty-two per cent.

Owing to delay in the delivery of equipment the 16 SV 1,000 Kw. set was not commissioned until August which in turn delayed the dismantling and overhaul of the Crossley 750 Kw. set. This set will not be back into operation until the spring of 1961.

The prolonged use of the steam plant has maintained high operating costs in Sandakan resulting in a working loss for the year. There is a very large load potential but supplies are restricted due to the inadequacy of the present distribution system. Work is going on as rapidly as possible in increasing the size of existing overhead lines, extending new HT and LT lines and improving consumers services.



In Tawau units sold increased by 42.5 per cent from 562,650 to 804,156 with maximum demand increasing from 280 Kw. to 360 Kw. Consumers increased from 682 to 792. The Power Station was over-loaded for the greater part of the year and it was necessary to give a restricted supply to many consumers. Conditions were relieved when the two 8 SV 500 Kw. sets were completed in November, increasing the installed capacity of the station to 1,140 Kw.

In Lahad Datu units sold increased by fifty per cent from 91,917 to 138,552 and the number of consumers increased from 142 to 175. Lahad Datu town continues to develop and to meet the demand a further 22 Kw. set was installed in the early part of the year. In spite of this the station remained fully loaded.

The new power station extension and engine foundations were completed and now await the arrival of larger sets.



## Chapter 11: Communications

### HARBOURS AND SHIPPING

THE volume of shipping entering and clearing from the Colony continued to increase, due mainly to the steady rise of timber and copra exports. During the year 18,598 vessels, of which 2,627 were ocean-going, used the fifteen Colony ports and timber loading points, representing a total gross tonnage of 9,512,673, an increase of nearly two million gross tons over the corresponding figure for 1959. Cargo handled both inwards and outwards increased by 291,350 tons and passenger traffic increased by 34,255 persons.

The following table shows the steady increase of the Colony's sea borne trade over the period 1948-1960.

| <i>Year</i> |     | <i>Gross<br/>Tonnage</i> | <i>Cargo<br/>Tons</i> | <i>Passenger<br/>Traffic</i> |
|-------------|-----|--------------------------|-----------------------|------------------------------|
| 1948        | ... | 1,627,444                | 347,243               | —                            |
| 1949        | ... | 1,958,508                | 500,784               | —                            |
| 1950        | ... | 2,436,246                | 508,857               | —                            |
| 1951        | ... | 2,488,416                | 580,753               | —                            |
| 1952        | ... | 3,041,127                | 571,643               | —                            |
| 1953        | ... | 3,342,394                | 580,126               | 74,185                       |
| 1954        | ... | 3,961,911                | 737,732               | 72,173                       |
| 1955        | ... | 4,541,797                | 843,601               | 77,592                       |
| 1956        | ... | 4,999,116                | 936,398               | 92,863                       |
| 1957        | ... | 5,918,374                | 1,147,244             | 100,476                      |
| 1958        | ... | 6,826,949                | 1,234,676             | 108,017                      |
| 1959        | ... | 7,560,572                | 1,569,237             | 102,958                      |
| 1960        | ... | 9,512,673                | 1,860,587             | 137,213                      |

Detailed statistics by individual ports for 1960 are shown under Appendix XII.

Messrs. Turquand Young & Co., a firm of Chartered Accountants, were asked to: (a) make a financial survey of each port, having regard to the value of Government assets in the port areas of Jesselton, Sandakan, Labuan and Tawau and the expenditure involved in the operation of these ports; (b) make recommendations as to the establishment of an independent system of port accounts; (c) to conduct a financial survey of the services provided by Government in the establishment and operation of Coastal Lights and Navigational Aids and to make recommendations as to the establishment of a coastal and harbour navigation fund.

The survey was completed and the report forwarded to Government in July 1960. It showed that the capital assets of Ports and



Harbours, including development works in progress, was \$9.25 million, with an annual cost of operation, including interest and depreciation, of \$1,387,700.

The revenue in 1960 from wharf dues and landing and shipping fees was \$600,386. The total value of assets of Coastal Lights and Navigation Aids is \$4,310,000 and the operation costs including depreciation were \$520,000 in 1960. The actual revenue in 1960 from Harbour and Light dues was \$485,500.

The report recommended separate trading accounts for Ports and Harbours and Coastal Lights and Navigational Aids funds. This report is still being considered by Government.

### *Principal Ports and Harbour Facilities*

The principal ports, in order of tonnage handled during the year, are as follows:

*Sandakan.* As the centre of the timber industry on the East Coast, this port handled during the year 2,762,821 gross tons of shipping with 906,846 tons of cargo, compared with 2,255,993 gross tons and 744,127 tons of shipping and cargo respectively in 1959. The main export from Sandakan was timber. Most of the log shipments go to Japan and Hong Kong with regular smaller shipments to Australia, whereas South Africa receives a monthly shipment of sawn timber and veneers. Other exports include copra to Japan and South America, rubber to Japan and Singapore, and cutch (tanning extract) to Singapore for transshipment.

The largest vessel to use Sandakan in 1960 was the M.V. "Duntroon" of 10,541 gross tons. The deepest draught vessel to enter or leave the port was the Dutch freighter "Tarakan" drawing 27' 9". M.V. "Java", 520 feet, was the longest vessel, whilst the M.V. "Bantam" of 9,354 gross tons was the largest vessel to berth alongside the Government wharf. S.S. "Ho Sang" drawing 20' 10" was the deepest draught vessel to use the berth.

Dredging at the wharf was carried out in April and August, and check soundings were taken monthly. A minimum depth of twenty-one feet alongside was maintained throughout the year.

Work was commenced in November on a new match godown at the western end of the Government wharf.

*Labuan.* Labuan, which enjoys "Free Port" status, and which is the principal transshipment port for the Brunei Bay area and for ports extending to Kuala Baram, retained second place in the shipping trade of the Colony. During the year, Labuan handled 1,506,530 gross tons of shipping with a total cargo of 228,826 tons, representing an increase over the 1959 figures of nearly two hundred thousand gross tons of shipping and over eleven thousand tons of cargo handled. The increase in tonnage and cargo was the result of the rapid rise in timber and copra exports. A large number of vessels also entered the port for bunkering purposes.



Timber was the main export with copra in second place. Most of the log and timber shipments are destined for Australia, Italy and Japan, and the largest copra shipments for South America and Japan.

The largest vessel to enter the port during 1960, was the Royal Fleet Auxiliary Tanker "Tide Flow" of 13,146 gross tons, which berthed at the Shell Installation jetty. The Dutch freighter "Karimata" of 10,783 gross tons was the largest vessel to use Liberty Wharf, the longest being the "Schelde Lloyd" length 543 feet. Another Dutch freighter M.V. "Tarakan" drawing 28' 8" was recorded as being the deepest draught vessel to use the wharf.

A new umbrella type godown was constructed, and the salvage of wrecks within harbour limits was completed during the year.

*Tawau.* Tawau on the South-East Coast bordering on Indonesia, including the timber loading point of Wallace Bay, handled 1,286,235 gross tons of shipping with a total cargo of 306,724 tons. The principal exports were timber, copra and hemp.

The Dutch cargo vessel "Karimata" of 10,783 gross tons was the largest as well as the deepest draught vessel to enter the port, M.V. "Kunak" G.T. 4,874 was the largest to use the wharf whereas S.S. "Amonea" drawing 18' 9" was the deepest draught vessel to berth alongside.

The Development Plan, 1959-1964, provides for a new wharf of 650 feet together with a new port area. The whole project is estimated to cost \$2,500,000. Work on the construction of the new wharf continued during the year. The approach causeway was almost completed at the end of the year, and piling work was proceeding for Stage I which will provide 375', and which is expected to be completed in July 1961.

A breakwater/sea wall was erected to form a sheltered anchorage for small craft engaged in the barter trade and fishing.

*Lahad Datu.* This port is located at the head of Darvel Bay on the East Coast, and handled 632,105 gross tons of shipping with a total cargo of 58,063 tons. 1959 figures were 302,075 gross tons and 44,251 tons of shipping and cargo respectively. In addition, the timber loading point at Bohihan sixteen miles away from Lahad Datu handled 540,270 gross tons of shipping compared with 503,407 gross tons in 1959, and 97,309 tons of cargo compared with 85,535 tons in 1959.

The largest vessel entering Lahad Datu was M.V. "Rhexonor" G.T. 10,198, and the largest vessel to use the wharf was M.V. "Semantan", G.T. 522.

*Jesselton.* This port handled 1,076,494 gross tons of shipping with a total cargo of 107,141 tons compared with 839,168 gross tons of shipping and 107,859 tons of cargo in 1959. Principal exports were rubber and timber.



The largest vessel to use the port during the year was the M.S. "Stanvac Canberra" of 10,202 gross tons, length 501' 8" whilst M.S. "Roepat" drawing 24' was recorded as having been the deepest draught vessel to enter the port. The largest vessel using the wharf was the s.s. "Eastern" of 9,896 gross tons.

A new Customs and Marine office together with a temporary match godown were constructed and completed during the year; work on a Port Godown 240' x 120' was commenced early in the year and is expected to be completed early in 1961. Work was also in progress at the end of 1960 on a landing craft ramp situated eastward of the Government Wharf.

*Bakapit and Silam.* These timber loading points in Darvel Bay handled during the year 466,289 and 337,761 gross tons of shipping respectively as against 365,743 and 269,892 gross tons respectively in 1959. Total cargo handled at these two loading points was 85,488 tons compared with the 1959 figure of 86,359 tons.

*Kudat* on the North Coast handled 425,655 gross tons of shipping with a total cargo of 29,006 tons during the year, an increase of 98,057 gross tons and 4,434 tons respectively over the figures for 1959. Principal exports were copra and rubber. The largest vessel to enter the port was the M.V. "Kunak" of 4,875 gross tons. The largest vessel to use the wharf was the M.V. "Kimanis", 3,189 gross tons.

*Semporna* on the East Coast lies between Lahad Datu and Tawau. It handled during the year 449,436 gross tons of shipping as against 297,923 gross tons in 1959. Cargo handled was 32,129 tons as compared with 26,068 tons in 1959. The main exports were firewood, timber and copra. The largest vessel to enter the port was the s.s. "Cilta Disalerna", gross tonnage 7,185.

### Wharves

| Location<br>and dimension   | Accommodation and Least Depths in Feet                    |     |  |     |
|---|---|-----|--|-----|
|   | Outer Berth   | L/D | Inner Berth  | L/D |
| <i>Labuan</i>   |   |     |  |     |
| Liberty Wharf 400 feet<br>x 40 feet (600 feet<br>between dolphins)                    | One ocean-going<br>vessel using<br>mooring dol-<br>phins. | 26' | One 3,000-ton<br>vessel gross                      | 18' |
| *Small ships wharf 275<br>feet x 30 feet.   | Two coastal<br>vessels.                                   | 12' | —  | —   |
| Shell Oil Installation<br>Jetty, 175 feet x 25<br>feet (700 feet<br>between dolphins) | One ocean-going<br>vessel using<br>mooring dol-<br>phins. | 31' | —  | —   |
| <i>Jesselton.</i> Wharf 650<br>feet x 30 feet   | One ocean-vessel  | 25' | One 3,000-ton<br>vessel. Two<br>coastal<br>vessels | 22' |



| <i>Location<br/>and dimension</i>              | <i>Accommodation and Least Depths in Feet</i>           |            |                         |            |
|--|---|------------|-------------------------|------------|
|  | <i>Outer Berth</i>                                      | <i>L/D</i> | <i>Inner Berth</i>      | <i>L/D</i> |
| <i>Kudat.</i> Wharf 150 feet<br>x 30 feet      | One 3,000-ton<br>vessel using<br>dolphins.              | 16'        | —                       | —          |
| <i>Sandakan.</i> Wharf 740<br>feet x 40 feet.  | One ocean-vessel.<br>One 3,000-ton<br>vessel.           | 21'        | Two coastal<br>vessels. | 8'         |
| <i>Tawau.</i> Wharf 235 feet<br>x 30 feet      | One 3,500-ton<br>vessel using<br>mooring dol-<br>phins. | 15'        |                         | —          |
| <i>Lahad Datu.</i> Wharf<br>80 feet x 55 feet. | One coastal<br>vessel.                                  | 16'        |                         | —          |
| <i>Semporna.</i> Wharf 42<br>feet x 36 feet.   | One coastal<br>vessel.                                  | 17'        | —                       | —          |

\*Closed to vehicular traffic since 1959.

#### PORT DEVELOPMENT

##### *Kudat*

Provision has been made in the current Development Plan for the construction of a new 300-foot long wharf at Kudat. Plans are now being prepared and siting investigations are being carried out.

##### *Lahad Datu and Semporna*

Arrangements were made with Sarawak for a hydrographic survey of these sites to be carried out early in 1961 prior to the preparation of plans for the reconstruction and development of the wharves.

##### *Tawau*

Work is in hand on a new wharf of 650 feet with a least depth alongside of twenty-six feet. Plans also provide for the development of a new port area.

##### *Pilotage Service*

Government pilotage service at the port of Labuan was maintained throughout the year, whilst a similar service was started in Sandakan in March. In Labuan ninety-seven vessels involving 163 movements and totalling 912,205 gross tons were piloted. The largest vessel to be handled was the Royal Fleet Auxiliary Tanker "Tide Flow" of 13,146 gross tons. Thirty-three vessels were piloted at Sandakan.

##### *Shipping Services*

With the steady growth of the timber trade, a number of companies have extended their shipping services to North Borneo on frequent but irregular calls. As a result numerous new ships





The road west from Sandakan to the Labuk Valley was started in 1960.  
(Broadcasting and Information Department).





The airstrip at Telupid in the Labuk Valley.

(Mr. J. M. Dinwiddie).



visited Sandakan and East Coast ports for the first time during 1960. A remarkable increase in the number of Japanese vessels using Colony ports in the course of the timber trade to Japan was reached in 1960.

The main shipping lines operating during the year was as follows:

|  |   |   |
|--|---|---|
| The Straits Steamship Co., Ltd.                  | — | A regular weekly cargo, passenger and mail service from Singapore calling at Labuan, Jesselton, Kudat, Sandakan, Bakapit, Lahad Datu, Semporna and Tawau. |
| The Indo-China Steam Navigation Co., Ltd.        | — | Frequent sailings from Colony ports to Japan and Hong Kong.   |
| Norwegian Asia Line                              | — | A fortnightly service to Labuan, Jesselton, Kudat, Sandakan and Tawau from Hong Kong and Bangkok.   |
| The Eastern and Australian Steamship Co.         | — | Japanese and Australian Ports   |
| The Australian West Pacific Line.                | — |   |
| The Glen Line.                                   | — | United Kingdom and European ports.  |
| The Blue Funnel Line.                            | — |   |
| The Ben Line Steamers Ltd.                       | — |   |
| The Netherland Line Royal-Dutch Mail.            | — |   |
| The Royal Rotterdam Lloyd.                       | — |   |
| Peninsular and Oriental Steam Navigation Company | — |   |
| The Bank Line, Ltd.                              | — | South African ports.  |
| The Royal InterOcean Line.                       | — | Australian, Indonesian and Thailand ports.  |
| Maersk Line.                                     | — | Indonesia, North Borneo, Japan and Korea.   |
| Austasia Line                                    | — | Australian ports.   |
| Yugoslav Line                                    | — | Italian ports.  |
| Compania De-Navigation Vict Neptune S. A.        | — | Hong Kong and Formosan ports.   |
| China Navigation Company.                        | — | China, Japan and Indonesian ports.  |
| Kohan Kisen Kabushiki Kaisha.                    | — | East Coast ports to Japan.  |
| Daido Line.                                      | — |   |
| Hinode Kisen Company.                            | — |   |
| Nisso S/S Company.                               | — |   |
| Kawasaki Company.                                | — |   |
| Towa Kisen Company.                              | — |   |
| Tokyo Senpaku Kaisha.                            | — |   |
| Iino Lines.                                      | — |   |
| Kyosi S/S Company                                | — |   |
| Swayama Steamship Co.                            | — |   |
| China Merchants Steam Navigation Company.        | — | Irregular service from Sandakan to Taiwan.  |
| Shell Tankers Company of Singapore Limited       | — | Bulk petroleum to Sandakan and Labuan from Indonesia.   |
| Standard Vacuum Oil Company Ltd.                 | — | Bulk petroleum to Jesselton.  |



Merchant Shipping by National Flags entering the Colony ports during the year in order of tonnage and compared with 1959 was as follows:

| <i>Nationality</i>  | <i>Number of Vessels</i> |        | <i>Total Gross Tonnage</i> |           |
|---|--------------------------|--------|----------------------------|-----------|
|   | 1959                     | 1960   | 1959                       | 1960      |
| British ... ..  | 2,341                    | 2,622  | 4,078,908                  | 5,046,001 |
| Japanese ... ..   | 381                      | 590    | 1,415,451                  | 2,104,805 |
| Dutch ... ..  | 138                      | 135    | 812,990                    | 820,804   |
| Norwegian ... ..  | 193                      | 243    | 497,992                    | 624,937   |
| Panamanian ... ..   | 74                       | 100    | 154,755                    | 172,631   |
| Swedish ... ..  | 33                       | 32     | 131,409                    | 130,237   |
| Italian ... ..  | 4                        | 14     | 21,575                     | 86,871    |
| Greek ... ..  | 1                        | 6      | 7,195                      | 43,110    |
| Danish ... ..   | 12                       | 8      | 42,804                     | 35,611    |
| Liberian ... ..   | 1                        | 5      | 8,587                      | 30,670    |
| Yugoslav ... ..   | —                        | 7      | —                          | 23,431    |
| French ... ..   | 1                        | 5      | 2,878                      | 19,467    |
| Chinese ... ..  | 5                        | 9      | 20,764                     | 17,904    |
| Philippine ... ..   | 2                        | 1      | 500                        | 8,722     |
| Thai ... ..   | 1                        | 8      | 493                        | 3,824     |
| Cambodian ... ..  | —                        | 2      | —                          | 1,996     |
| Lebanese ... ..   | 1                        | —      | 4,557                      | —         |
| Miscellaneous (of<br>North Borneo<br>Registry and small<br>Philippine craft<br>etc.) ... .. | 12,018                   | 14,011 | 359,784                    | 341,602   |
| TOTAL ... ..  | 15,206                   | 18,598 | 7,560,572                  | 9,512,673 |

Commonwealth men-of-war visiting Colony ports during the year were as follows:

| <i>Port</i>       | HMS | HMAS | HMNZ | HMMS | TOTAL |
|-------------------|-----|------|------|------|-------|
| Labuan ... ..     | 3   | 1    | 1    | 3    | 8     |
| Jesselton ... ..  | 5   | 1    | —    | 3    | 9     |
| Kudat ... ..      | 1   | 2    | —    | —    | 3     |
| Sandakan ... ..   | 16  | 1    | —    | —    | 17    |
| Lahad Datu ... .. | 2   | —    | —    | —    | 2     |
| Tawau ... ..      | 1   | —    | —    | —    | 1     |
| Semporna ... ..   | 1   | —    | —    | —    | 1     |
| TOTAL ... ..      | 29  | 5    | 1    | 6    | = 41  |

### *Coastal Shipping and Lighterage*

Two 200/300-ton coastal vessels, two 100-ton powered lighters and two dumb lighters with one tug served as feeder service for the Straits Steamship main line vessels at Labuan for handling transhipment cargo to Brunei, Limbang, Lawas and Kuala Belait. A 500-ton vessel belonging to the same company operates between Sandakan and East Coast ports with packed petroleum and another 250-ton vessel on a similar run with general cargo and passengers.

L.C.T. type coastal vessels continued to be operated by the Brunei Shell Petroleum Company for transhipment of general oilfield cargo between Labuan, Brunei, Kuala Belait and Miri.



The Malayan Stevedoring Transportation Company Limited, Labuan have a total of four towing vessels and eight lighters with a total gross tonnage of 2,056 together with one 300-ton Crane Barge, operating as stone carriers in the Brunei Bay area and carrying general oilfield cargo between Labuan and Kuala Belait.

One 250-ton coastal tanker was operated by the Reynell Transportation Company between Labuan/Jesselton/Brunei/Sibu and Kuching and another 300-ton vessel belonging to the Sarawak Borneo Timber Company runs between Labuan, Jesselton, Kudat, Sandakan and Tawau with packed petroleum.

In addition to the above, 174 vessels including lighters, barges, launches and towing units totalling 10,822 gross tons were operated mostly by East Coast timber companies, out of which twenty vessels and lighters totalling 925 gross tons operated on the West Coast. East and West Coast local shipping is as follows:

| NAME                                    | No. of<br>Vessels | Gross<br>Tonnage |
|---|-------------------|------------------|
| <i>East Coast:</i>                      |                   |                  |
| British Borneo Timber Co. ... ..        | 21                | 1,117            |
| North Borneo Timbers ... ..             | 13                | 869              |
| Bombay Burmah Trading Corp. ... ..      | 16                | 1,352            |
| Borneo Abaca Limited ... ..             | 8                 | 776              |
| Shing Kee Company ... ..                | 9                 | 752              |
| Kennedy Bay Timber Co., Ltd. ... ..     | 11                | 654              |
| Kwong Borneo Development Company ... .. | 9                 | 624              |
| River Estates Limited ... ..            | 7                 | 494              |
| Bakau and Kenya Extract Company ... ..  | 5                 | 420              |
| Kwong Fui Loong ... ..                  | 5                 | 232              |
| Tan Chung Kee ... ..                    | 4                 | 332              |
| Wing Yen ... ..                         | 4                 | 220              |
| Miscellaneous ... ..                    | 42                | 2,030            |
|   | <hr/> 154         | <hr/> 9,872      |
| <i>West Coast:</i>                      |                   |                  |
| Pak Min Chew ... ..                     | 2                 | 171              |
| Boon Motors ... ..                      | 2                 | 163              |
| G. N. Madhavan ... ..                   | 2                 | 96               |
| Miscellaneous ... ..                    | 14                | 495              |
|   | <hr/> 20          | <hr/> 925        |

### *Navigational Aids*

Further development of navigational aids continued during 1960. The following summarises the work carried out:

#### *Established*

- (i) A 200 m/m acetylene light on Passage Reef, Malawalle Channel.
- (ii) Three "Radar" reflectors on Billean buoy, Sandakan Bar buoy and Pegasus Reef beacon.



- (iii) Eleven permanent type day beacons with topmarks in the following areas:- two in the approach channel to Klias; six in the approach channel to Weston; one on Swirl Patch, Cowie Harbour; to assist vessels loading timber at Tinagat; one on Claire Rock, Marchesa Bay, Malawalle Channel to assist vessels loading timber at Jembongan.

### *Replacements*

Eleven wooden panchangs were replaced by permanent type day beacons with topmarks in the following areas:

- two in Jesselton harbour;
- one on Barraut Reef, Marudu Bay;
- one in Kudat Harbour approaches, port hand;
- one on Brantian Reef, Bakapit, Darvel Bay;
- one on east end of Sakar island, with approaches to Lahad Datu;
- five in the Trusan Tando Bulong.

The range lights at Coal Mine Reach were temporarily withdrawn pending individual power units being made available.

The total number of navigational aids maintained by the Department and extending from Brunei Bay on the West Coast to Cowie Harbour on the East Coast are as follows:

|                                     |     |     |     |
|-------------------------------------|-----|-----|-----|
| (i) Lighthouses (watched)           | ... | ... | 5   |
| (ii) Secondary Lights               | ... | ... | 7   |
| (iii) Light Beacons                 | ... | ... | 17  |
| (iv) Light Buoys                    | ... | ... | 5   |
| (v) Port Lights                     | ... | ... | 6   |
| (vi) Leading Range Lights           | ... | ... | *6  |
| (vii) Mark Buoys                    | ... | ... | 5   |
| (viii) Coastal Mark Beacons (Unlit) | ... | ... | 57  |
| (ix) Harbour Beacons (Unlit)        | ... | ... | 183 |
| (x) Steamer Mooring Buoy            | ... | ... | 1   |

\*Two withdrawn from Coal Mine Reach during the year.

All construction and maintenance of structures are carried out departmentally.

The twin-screw Buoy and Mooring vessel "Badang" steamed 1,076 miles during the year and was absent from base for a period of 123 days whilst the single screw lighthouse tender "Berhala" steamed 1,218 miles being away from base for a total of 92 days.



*Development of Navigational Aids*

In 1960, an application was made for assistance from Colonial Development and Welfare funds for the development of navigational aids and facilities at a total estimated cost of \$1,050,000. The grant which was approved just after the end of the year provides for:

- (a) the construction of a lighthouse tender vessel;
- (b) lights on the Winchester and Deluar Shoals to assist night passage between Labuan and Jesselton;
- (c) extensive lighting of the reefs and shoals in Kudat and Jesselton harbours;
- (d) additional lights in the Malawalle Channel to open up the shorter inshore route between Sandakan and the West Coast ports;
- (e) light towers at Tungku, Church Reef, Tarapan in the Darvel Bay area and various other secondary lights in the Darvel Bay area including landfall light at Bohihan and range lights at Kunak;
- (f) the establishment of 15 mile lights at Matakong, Sipadan and Hard Rock to assist navigation of vessels between Tawau and Sandakan using the Alice Channel route, and of secondary lights on the inshore channel for the Tawau/Semporna route;
- (g) the construction of landing jetties and landing places at lighthouse sites and of increased fuel storage facilities.

*Government Vessels, Launches and Marine Craft*

The number of Government craft maintained during the year, and administered by the following departments were:

|                |     | <i>Sea-going</i> | <i>Harbour</i> | <i>Riverine</i> |
|----------------|-----|------------------|----------------|-----------------|
| Marine         | ... | 3                | 5              | —               |
| Police         | ... | 3                | —              | 8               |
| Forestry       | ... | 1                | —              | 35              |
| Public Works   | ... | 1                | —              | —               |
| Administration |     | 6                | —              | 7               |
| Total          | ... | 14               | 5              | 50              |

Two new Pilot Launches are under construction and delivery is expected early in 1961. Tenders for the construction of one Lighthouse Tender Vessel and one Tug/Fire Float have been received and are under consideration.



*Registration of Ships, Boats and Fisheries*

Comparative figures showing the number of ships registered at the end of 1959 and 1960 are as follows:

|  | No. | 1959<br>Gross<br>Tons | No. | 1960<br>Gross<br>Tons |
|--|-----|-----------------------|-----|-----------------------|
| Registry of British Ships under<br>the Merchant Shipping Act, 1894   | 48  | 21,648                | 46  | 24,447                |
| North Borneo Local Colony Registry<br>(Vessels of over ten tons) ... | 170 | 10,182                | 195 | 11,166                |

A total of 10,636 small craft (under 10 tons) were registered and licensed during the year, under the Boats and Fisheries Ordinance, Cap. 16. These included 6,954 fishing boats, 2,273 cargo boats, and 1,409 passenger boats and others. Fishery licences issued during the year totalled 1,897.

*Merchant Shipping—Engagement and Discharge of Seamen*

During the year, a total of 1,482 ships officers and ratings were engaged or discharged under articles of agreement before the Superintendents of Shipping at Labuan and Sandakan, i.e. 1,010 at Labuan and 472 at Sandakan.

*Examinations for Certificates of Competency*

The number of candidates sitting for Competency Certificate examinations during the year totalled 241 as against 162 in 1959. Of these 158 obtained passes and were issued with certificates as follows:

|                            |     |     |     |     |
|----------------------------|-----|-----|-----|-----|
| Master Local Trade         | ... | ... | ... | 26  |
| Mate Local Trade           | ... | ... | ... | 26  |
| Helmsmen                   | ... | ... | ... | 27  |
| Restricted Certificates    | ... | ... | ... | 12  |
| Engine Driver First Class  | ... | ... | ... | 12  |
| Engine Driver Second Class | ... | ... | ... | 42  |
| Engine Driver Restricted   | ... | ... | ... | 13  |
| Total ...                  |     |     |     | 158 |

Twenty-six candidates serving in the various Government Launches were examined during the year of which twelve were successful and issued with departmental grade certificates as follows:

|               |     |     | Deck Staff | Engine-<br>room Staff |
|---------------|-----|-----|------------|-----------------------|
| Special Grade | ... | ... | 1          | —                     |
| Grade I       | ... | ... | 4          | 2                     |
| Grade II      | ... | ... | 3          | 2                     |
| Total ...     |     |     | 8          | 4                     |



*Survey of Ships and Passenger Licences (The Shipping Ordinance, Cap. 135)*

Surveys of vessels were carried out at Labuan, Jesselton, Kudat, Sandakan, Lahad Datu and Tawau, during the year by the Surveyor of Ships and Inspectors during which a total of 569 physical visits of inspection were made. Certificates issued were as follows:

|  |     |     | <i>Labuan<br/>and<br/>West Coast</i> | <i>Sandakan<br/>and<br/>East Coast</i> | TOTAL |
|--|-----|-----|--------------------------------------|--|-------|
| Certificates of Survey for<br>Registration and Admeasurement | ... |     | 11                                   | 25                                     | 36    |
| Certificates of Survey for<br>Marine Service                 | ... | ... | 53                                   | 133                                    | 186   |
| Passenger Licences   | ... | ... | 23                                   | 137                                    | 160   |

*Ship Repair Facilities*

The Government-operated 180-ton slipway and Engineering Workshops at Labuan was in full operation throughout the year, during which 89 slippings totalling 4,521 gross tons were carried out, which included 43 slippings of Government vessels and 46 commercial. In addition, 401 miscellaneous jobs were carried out for commercial interests and 207 for Government departments.

Work was commenced by the department, at the end of the year, to increase the capacity of the Slipway to take ships of 110 feet length and 200 tons displacement.

At Sandakan, the British Borneo Timber Company operated its own 500-ton slipway and repair yard mainly for the servicing of the Company's own vessels. The Bombay Burmah Trading Corporation operates a private grid and repair workshops at Wallace Bay for its own use, whereas other major companies on the East Coast have small workshops and effect repairs to hulls or under-water gear whilst beached on blocks.

*Legislation*

An important step forward was taken during the year by the enactment of the Merchant Shipping Ordinance, No. 11 of 1960. This Ordinance will replace the Shipping Ordinance (Cap. 135), and the Ports and Harbour Ordinance (Cap. 103) both of which were enacted in 1914. Further the new Ordinance will replace those sections of the Boats and Fisheries Ordinance relating to the regulation and licensing of boats. The new Ordinance will come into force in the course of 1961.

RAILWAYS

The Government owned and operated metre gauge railway, with its headquarters at Jesselton, has a route mileage of 116 miles and serves much of the West Coast and part of the Interior. From Jesselton the railway runs in a southerly direction traversing



the comparatively flat coastal strip and passing through the districts of Putatan, Kinarut, Papar, Kimanis and Membakut before reaching Beaufort, fifty-six miles away. This area is well populated and contains many rubber estates. Papar which is situated twenty-four miles from Jesselton, is rapidly developing into a major agricultural centre and assuming a suburban role to the capital. Many of Jesselton's workers live in Papar and a daily commuter train service is operated to convey the Papar residents to and from their places of employment. From Beaufort the railway runs through hilly country and climbs approximately seven hundred feet through the picturesque Padas River gorge to Tenom which is thirty miles from Beaufort and is the focal point of an important agricultural district containing some of the finest land in the Colony. From Tenom the railway runs a further ten miles to its terminus at Melalap. Tenom and Melalap are connected by good gravel roads to Keningau and Tambunan which provide much traffic for the railway.

A branch line, twenty miles in length, runs from Beaufort down to the coast at Weston, a small port on Brunei Bay, which is connected by coastal shipping with Labuan. A number of rubber estates, small holdings, logging camps and saw mills are served by this branch.

Construction of the railway was commenced at Bukau some eight miles from Weston in 1896, work proceeding simultaneously to Beaufort and Weston. This section was completed and opened to traffic four years later. The line was then extended from Beaufort to Jesselton and Tenom, the whole being finished in 1905. The railway was very badly damaged by bombing in 1944 and 1945 and also suffered severely from lack of maintenance and renewal during the period 1942 to 1945. A major programme of reconstruction and rehabilitation necessitating considerable expenditure was planned and executed between 1949 and 1960; the benefits accruing from that programme are now becoming apparent.

In view of Mr. J. R. Sargent's Report on Transport Requirements in the light of Economic Development in North Borneo which was received early in 1960, transport policy was submitted to Legislative Council, in Council Paper No. 17 of 1960. As far as the Railway is concerned it was agreed that it could not be replaced by a road system during the current development period (1959-1964), but that the Railway sectors Tenom/Melalap and Beaufort/Weston should be closed.

It was also agreed that sooner or later the Railway would be replaced or supplemented by roads and road transport (if only in response to public preference) but the speed at which such replacement should take place must depend on the availability of development funds, on other competing claims on such funds and on the level of the Colony's economic prosperity.



Plans for the replacement of the Beaufort/Weston sector by a road were in hand at the end of the year.

During 1960 very little reconstruction and development work was carried out as the current programme, except for the Jesselton goods yard and depot, had being largely completed. Labour was in good supply and motive power and freight stock were adequate to meet public traffic needs. There existed a serious shortage of passenger capacity however and during the year orders were placed for an additional diesel passenger train set, and for two rail cars. These will not arrive until the second quarter of 1961 and the position will remain difficult until they are in service.

Earnings in 1960 reflected buoyant trade conditions which existed throughout the year and were the highest ever achieved exceeding those for 1959 by nearly ten and a half per cent. All revenue earning activities except miscellaneous earnings showed increases, goods revenue increased by over fourteen per cent, and passenger revenue increased by eight per cent. Recurrent expenditure in 1960 was a little over four per cent higher than for the previous year. This was due to increased expenditure on remedial measures necessitated by slips and washouts, higher spending on civil engineering work and to increased mechanical engineering costs due to the need to operate additional trains to meet the passenger demand. The combined effect of increased revenue and expenditure improved the operating ratio from 104.87 to 99.60, the first time for nine years this figure has been less than one hundred. The relevant figures are:

| <i>Year</i> |     | <i>Revenue</i> | <i>Recurrent<br/>Expenditure</i> | <i>Operating<br/>Ratio</i> |
|-------------|-----|----------------|----------------------------------|----------------------------|
|             |     | \$             | \$                               |                            |
| 1958        | ... | 1,651,532      | 1,968,422                        | 119.19                     |
| 1959        | ... | 1,787,556      | 1,874,597                        | 104.87                     |
| 1960        | ... | 1,973,832      | 1,966,153                        | 99.60                      |

Revenue for 1960 compared with 1958 and 1959 was as follows:

|               |     | 1958                  | 1959                  | 1960                  |
|---------------|-----|-----------------------|-----------------------|-----------------------|
|               |     | \$                    | \$                    | \$                    |
| Passengers    | ... | 714,899               | 769,256               | 880,377               |
| Goods         | ... | 789,671               | 828,229               | 897,477               |
| Parcels       | ... | 42,115                | 44,920                | 48,749                |
| Mail          | ... | 3,720                 | 4,860                 | 6,000                 |
| Livestock     | ... | 12,157                | 12,736                | 17,582                |
| Miscellaneous | ... | 88,970                | 127,555               | 123,647               |
|               |     | <hr/> 1,651,532 <hr/> | <hr/> 1,787,556 <hr/> | <hr/> 1,973,832 <hr/> |



Recurrent Expenditure for 1960 compared with 1958 and 1959 was as follows:

|                            | 1958<br>\$       | 1959<br>\$       | 1960<br>\$       |
|----------------------------|------------------|------------------|------------------|
| General Management and     |                  |                  |                  |
| Accounts ... ..            | 195,680          | 175,851          | 134,691          |
| Civil Engineering ...      | 528,331          | 516,669          | 587,816          |
| Mechanical Engineering ... | 718,563          | 635,801          | 689,697          |
| Traffic ... ..             | 273,165          | 267,595          | 270,863          |
| Storekeeping ... ..        | 34,077           | 35,055           | 35,154           |
| Miscellaneous ... ..       | 120,501          | 93,776           | 108,855          |
| Renewals ... ..            | 98,105           | 149,850          | 139,077          |
|                            | <u>1,968,422</u> | <u>1,874,597</u> | <u>1,966,153</u> |

### *Civil Engineering*

Steady improvement continued to be made in the standard of the track throughout the system excepting for the Weston Branch which gave considerable trouble during the latter part of the year. This is in any case due to be replaced by a road but difficulty is being experienced in maintaining a satisfactory standard without recourse to heavy expenditure. The newly relaid and regraded Beaufort-Tenom Section proved troublesome during wet weather and it has been found necessary to carry out extensive gravel ballasting. Slips and washouts occurred in the Padas River Gorge Section necessitating emergency expenditure on remedial measures including retaining walls.

### *Mechanical Engineering*

A continuous programme of works was conducted during 1960 including rebuilding one passenger vehicle, reconstruction of two goods wagons and rewheeling of six other goods vehicles. Extensive alterations were made to two workshops and a 90-ton locomotive hoist was installed.

### *Power and Rolling Stock*

|                                     | In<br>Service | Under<br>Repair | Re-<br>Building | Awaiting<br>Re-<br>Building | Total |
|-------------------------------------|---------------|-----------------|-----------------|-----------------------------|-------|
| Steam Locomotives ...               | 6             | —               | —               | —                           | 6     |
| Diesel Locomotives ...              | 3             | —               | —               | —                           | 3     |
| Petrol Locomotives ...              | 4             | —               | —               | —                           | 4     |
| Diesel Train Set<br>(174 seats) ... | 1             | —               | —               | —                           | 1     |
| Railcars (6 seats) ...              | 4             | —               | —               | —                           | 4     |
| Railmotor Sets<br>(52 seats) ...    | 2             | —               | —               | —                           | 2     |
| Rail Jeeps ... ..                   | 7             | —               | —               | —                           | 7     |
| Coaching Stock ...                  | 21            | 2               | 1               | 1                           | 25    |
| Wagon Stock ...                     | 106           | 17              | —               | 10                          | 133   |



*Traffic*

The following table shows the traffic carried in 1960 compared with the two preceding years:

|      |     | <i>Passenger<br/>Journeys</i> | <i>Passenger<br/>Miles</i> | <i>Goods<br/>Tons</i> | <i>Goods Tons<br/>Miles</i> |
|------|-----|-------------------------------|----------------------------|-----------------------|-----------------------------|
| 1958 | ... | 641,238                       | 9,666,660                  | 51,695                | 2,326,275                   |
| 1959 | ... | 655,196                       | 10,286,000                 | 48,337                | 2,296,000                   |
| 1960 | ... | 708,710                       | 11,340,000                 | 48,560                | 2,306,000                   |

The significant increase of nearly fourteen and a half per cent in passenger miles caused considerable difficulty and stretched equipment resources to the limit. Severe congestion occurred at week-ends and holiday periods, and new equipment at present on order is badly needed to remedy an unsatisfactory state of affairs.

The goods tonnage conveyed in 1960 was only slightly higher than that for the previous year. Earnings from this source however showed an increase of a little over eight per cent due to a preponderance of high-rated items. Rubber carried in 1960 fell by ten per cent below the 1959 figure but timber increased by twenty-five per cent.

It was not possible to commence work on the proposed new Jesselton goods yard and depot during 1960 because a site was not available. Reclamation work commenced late in the year however and it may be possible to commence track laying in late 1961.

*Staff*

The staffing position was generally satisfactory during 1960 and the training programme initiated in previous years continued with increasing momentum. At the end of 1960 the total number of employees was 682, twenty-four less than at the end of 1959. The staff employed included four overseas officers, nineteen overseas contract employees (of whom eleven are artisans) and six hundred and fifty-nine locally domiciled persons.

## ROADS

Notwithstanding the very great advances made since the war in air communications, the small mileage of roads in the Colony continues to impede the progress of development. The Colony's economy is primarily agricultural and progress must depend to a large extent on the optimum development of the land, which is the Colony's principal asset. A very large area of the Colony remains under forest and is inaccessible except by jungle paths and rivers. On the West Coast and in the Interior there is a well developed and extensive system of bridle paths and most of the larger towns possess small networks of feeder roads; but on the East Coast there are few bridle-paths, communications being largely by sea, river and air.



The importance of communications was recognised by the appointment in 1959 of an economist from Oxford University, Mr. L. R. Sargent, to advise on communications requirements throughout the Colony. Following the receipt of his report a 5-year development plan for roads was confirmed and a start was made on work during the year.

The main projects which are planned are:

- a road from Mile 15, Sandakan, to the Telupid area;
- a road from the Telupid area to Ranau;
- a new road from the west coast to Ranau;
- the replacement of the railway sector, Beaufort-Weston, by a road;
- a road from Jesselton to Papar;
- feeder roads linking Kudat with Kota Belud, Papar with Beaufort, and Mesapol with Lingkungan.

### *Main Roads*

The only outstanding item of the 1955-60 programme is the completion of the Apas Road at Tawau, which apart from a few minor improvements amounts to constructing the bridge over the Apas River.

Due to the delay in preparation of the new road programme the work of the year was largely confined to the Sandakan—Telupid Road, some fourteen miles having been completed to earth formation by the end of the year. Towards the end of the year a Colonial Development and Welfare Scheme was approved for a number of main road improvement schemes where increasing traffic had made improvements essential and work was well advanced.

Survey work for the new programme was continued throughout the year.

### *Town Roads*

Roads were constructed in town areas to keep pace with new building and some major improvements were carried out in the urban areas of the larger towns. With the rapid increase in vehicle ownership it is apparent that there is a growing need for further facilities if all classes of road users, pedestrians, cyclists and motorists, are to move with safety.

### *Feeder Roads*

Work during the year was concentrated on improving the standard of maintenance and completing the outstanding items of the 1955-60 programme. The track to Ranau received special attention and a special allocation of \$100,000 was devoted to light gravelling and drainage improvements. The road which was impassable for long periods in 1959 was maintained in reasonable



condition and by the end of the year drivers had been up to Kundasang and back in the day, a total distance of about 130 miles over a hill track which had frequently required days to negotiate in one direction in 1959.

Towards the end of the year a new Feeder Road programme was approved and work was started at Kudat, Mesapol and Tawau.

### *Road Mileages*

Continual checking of the Road Register has continued and a reasonable record of the territory's roads now exists:

|                    |     |     |     |     |
|--------------------|-----|-----|-----|-----|
| Bituminous Roads   | ... | ... | ... | 233 |
| Metalled Roads     | ... | ... | ... | 80  |
| Earth/Gravel Roads | ... | ... | ... | 456 |
| Bridle Paths       | ... | ... | ... | 471 |

TOTAL ... 1,240 miles

### ROAD TRANSPORT

The Commissioner of Police is also the Commissioner of Road Transport and has powers to control the use of Public Transport, both passenger and goods-carrying, in such areas of the country as the Governor in Council may declare to be Regulated Areas under the provisions of the Road Traffic Ordinance, Cap. 128. Control is exercised by means of licences issued to operators stipulating the routes on which they may run and embodying any conditions which may be deemed necessary to ensure that an adequate public service is maintained. In Regulated Areas generally the system of granting a franchise on one route to one company for carrying passengers is enforced. This eliminates uneconomic and sometimes dangerous competition and enables shortcomings in the public service provided to be seen without difficulty.

In non-regulated areas control is exercised by means of permits enabling operators to run public service vehicles in the area concerned. Normally stipulations as to routes, timetables or similar matters are included and the conditions attached are usually confined to the number of passengers which may be carried.

Jesselton and Ranau Districts (which for this purpose are combined) Sandakan, Tawau and Labuan are now Regulated Areas, and in Kudat and Sipitang a measure of monopoly on some routes has been granted to a single company for the operation of passenger vehicles. It is probable that the Interior Residency will become a Regulated Area in 1961. By and large the operators in Regulated Areas maintain their vehicles in reasonable condition and the majority of them appear anxious to replace old vehicles with up-to-date models.



The growth in the number of vehicles on the main roads and on the feeder earth roads in rural areas continues steadily. The larger towns suffer from lack of parking space and adequate traffic direction and control is becoming a problem.

Comparative figures for the five years 1956-1960 of motor vehicles and bicycles in use and drivers licences issued are as follows:

|                    | 1956   | 1957   | 1958   | 1959   | 1960   |
|--------------------|--------|--------|--------|--------|--------|
| Motor Vehicles ... | 4,380  | 5,019  | 5,725  | 7,044  | 8,165  |
| Bicycles ...       | 28,140 | 28,898 | 26,469 | 29,724 | 27,325 |
| Drivers ...        | 7,126  | 7,444  | 8,985  | 11,649 | 13,019 |

#### AIR COMMUNICATION

##### *Aviation Administration*

The Department of Civil Aviation and Meteorological Services is responsible for the control and management of all aerodromes and meteorological stations in the Colony and for the regulation of flying. The Department, which is a unit of the Unified Directorate of Civil Aviation for the Territories of Sarawak, Brunei and North Borneo is under the control of the Director of Civil Aviation British Borneo Territories and has its headquarters at Jesselton.

##### *Air Services*

Because of its geographical situation, the Colony is heavily dependent on air services for contact and communication with its neighbours Brunei and Sarawak, and with Singapore and Hong Kong. Internal air services are operated by Borneo Airways Limited (a private company in which fifty-one per cent of the shareholding is held by the Governments of North Borneo, Brunei and Sarawak) operating a fleet of three Scottish Aviation Twin Pioneers, and three De Havilland Rapide aircraft. The internal air services serve to link up centres in the Colony and without them communications would be slow and tedious. The growth of air travel continues and, as an example, during 1960 the load factor on the Sandakan-Tawau route increased by twenty-five per cent. The frequency of the Sandakan-Jesselton service was increased and the Sandakan-Lahad Datu-Tawau services were increased to provide a daily service.

External services to Singapore are operated daily, by Malayan Airways Limited; the frequency of the Company's Viscount aircraft services between Singapore and Jesselton (via Kuching and Brunei) was increased during 1960 to four services a week. The other three services were by D.C. 3 type aircraft. Cathay Pacific Airways operated a D.C. 6 in place of the D.C. 4 type aircraft on the weekly service to Hong Kong.



*Aerodromes*

Aerodromes are established at the following places within the Colony:

| <i>Aerodrome</i>               | <i>Length<br/>(in feet)</i>  | <i>Surface</i>   |
|--------------------------------|--|------------------|
| Labuan (International Airport) | 6,074  | Tarmac           |
| Jesselton ... ..               | 5,100  | Tarmac           |
| Sandakan ... ..                | 4,110  | Gravel           |
| Ranau ... ..                   | 2,700  | Grass            |
| Keningau ... ..                | 2,400  | Grass            |
| Lahad Datu ... ..              | 2,400  | Sand and Coral   |
| Tawau ... ..                   | 2,400  | Laterite on sand |
| Kudat ... ..                   | 2,410  | Coral            |
| Telupid ... ..                 | 1,700  | Grass            |
| Marak Parak ... ..             | Grass airstrips for use<br>by the Borneo Evangelical<br>Mission Auster and Tri-<br>Pacer aircraft. |                  |
| Meligan ... ..                 |  |                  |
| Nangoh ... ..                  |  |                  |
| Meridi ... ..                  |  |                  |
| Ulu Tomani ... ..              |  |                  |

The construction of an aerodrome at Telupid in the Labuk valley, suitable for the operation of Twin Pioneer aircraft, was completed, and a site survey was carried out at Sepulot in the Pensiangan area where it is proposed to construct an airfield during 1961.

A private airfield at Ulu Tomani was constructed by the Borneo Evangelical Mission for use by their Auster and Piper Tri-Pacer aircraft.

Considerable improvement work was carried out during the year on the runway, apron and taxiways at Labuan under a scheme financed from a Colonial Development and Welfare grant and from Air Ministry and local funds. During the period of work in progress it was necessary to restrict the length of runway available. It is hoped that the aerodrome will be re-opened by the end of February 1961.

*Air Traffic Control Services*

Plans were prepared for the introduction of a VHF/RT En-Route frequency within the Borneo Flight Information Region in accordance with the South East Asia International Civil Aviation Organisation Air Navigation Plan. Transmissions from Labuan Flight Information Centre and aircraft will be relayed through a relay station situated on Mount Kinabalu; the height of this station will be 7,040 feet AMSL. It is expected to introduce this service in January 1961 and when practical range information is available the requirement for an additional relay station to provide complete coverage of the Flight Information Region will be investigated.



*Aircrew Licensing*

On the 1st January, 1960 the Directorate of Civil Aviation Headquarters commenced the issuing of Borneo Aircrew Licences. The previous practice of permitting Borneo registered aircraft to be flown by pilots holding Singapore Licences was discontinued. Medical examinations for the issue and renewal of Borneo Licences are carried out at Jesselton.

*Aircraft Accidents*

There was only one minor notifiable aircraft accident involving a Twin Pioneer aircraft of Borneo Airways Limited.

*Statistics*

Tables will be found at Appendix XIII giving details of Air Traffic movements, passengers and freight, and details of Revenue and Climatological Summaries from the Meteorological Stations.

## DEPARTMENT OF POSTS AND TELEGRAPHS

*Posts*

The volume of correspondence handled, and of business transacted at Post Office counters during the year was very satisfactory, and a substantial increase was recorded over most of the figures for the previous year.

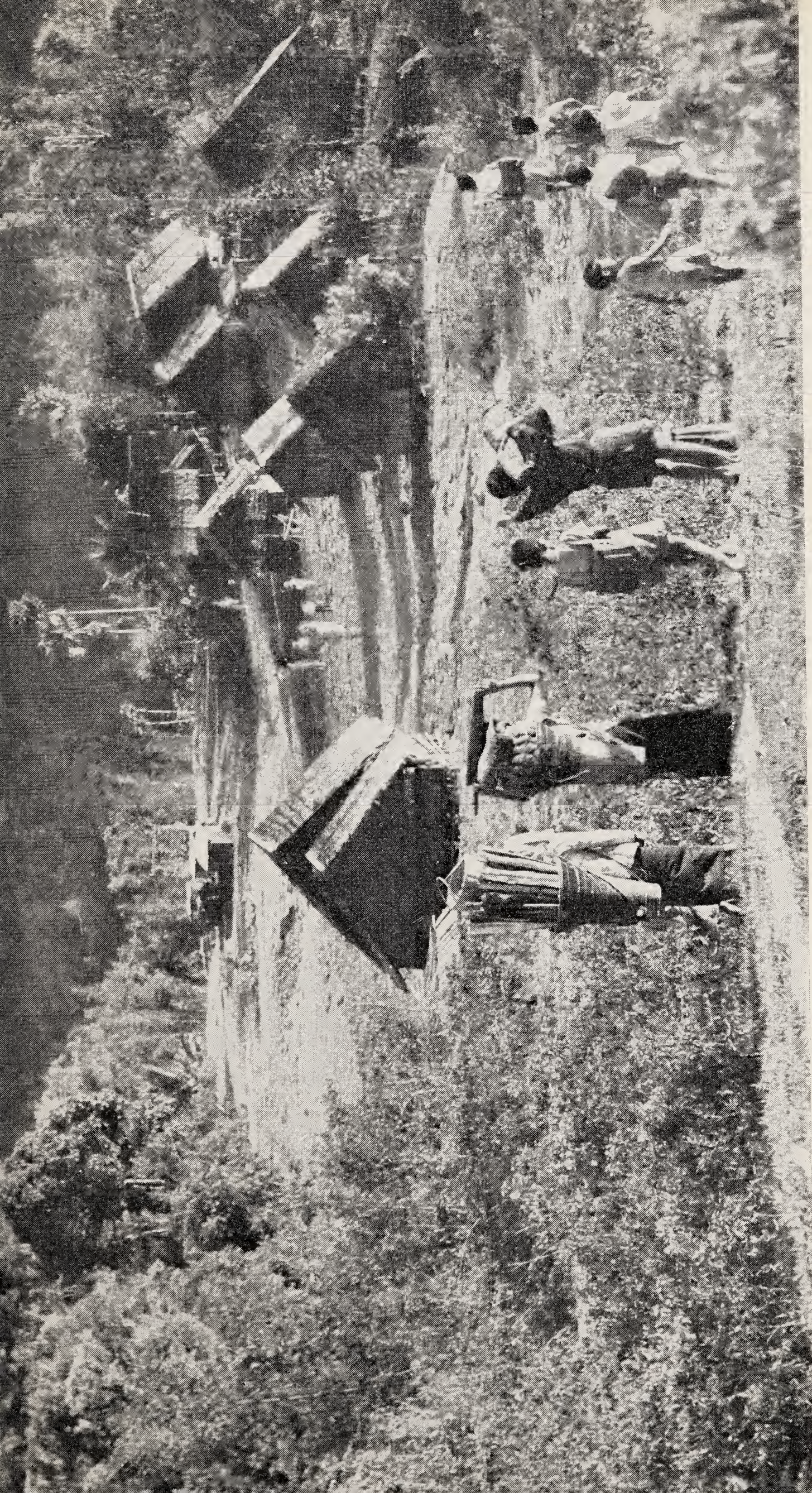
There were no changes in postage rates in 1960, but revenue from the sale of postage stamps advanced appreciably mainly as a result of the increased parcel and letter postage rates introduced in July and August, 1959. The increase in the number of articles posted, accounted for mainly by heavy postings to China following the removal of certain import restrictions, also contributed to the greater stamps revenue.

Surface mail and airmail services operated satisfactorily throughout the year. No mails were lost, and there was no undue delay in conveyance. The frequency of airmail services was increased on the East Coast in July, enabling additional despatches to be made.

A weekly direct surface despatch from Sandakan to Canton was introduced in June, for the transmission of small packets as a result of the removal of restrictions on the import of foodstuffs and cloth to mainland China. During the months of April and May the packets for this service were included in surface mails for Hong Kong. The weight of mail in respect of these small packets averaged 13,000 lbs. a month.

Due to delays in the manufacture and delivery of the stamps it was not possible to place on sale a new definitive issue of North Borneo postage and revenue stamps towards the end of the year, as had been intended. The new issue is being placed on sale on 1st February, 1961.

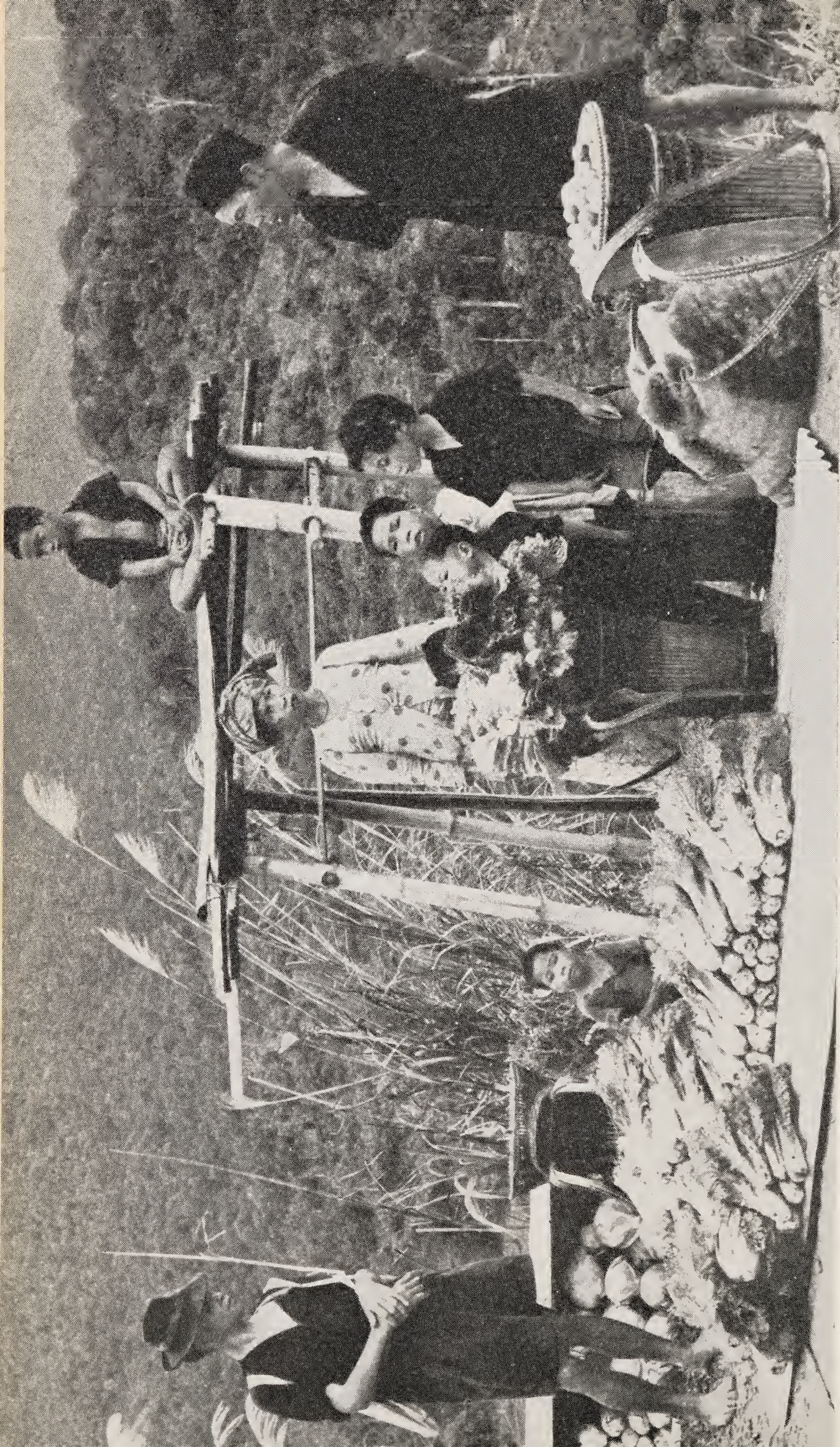




The village of Bundu Tuhan at the foot of Mount Kinabalu,

(Broadcasting and Information Department).





Roadside vegetable stall, Ranau-Tamparuli feeder road

(Mr. J. M. Dinwiddie).



A new Post Office, providing full scale postal, money order, and telegraph services, was opened at Kota Belud in the West Coast Residency on the 1st December, replacing the official Postal Agency which had provided restricted postal services over a long period.

New Post Office buildings were opened for public business at Tenom and Keningau in the Interior Residency, to replace the old unsatisfactory buildings, while work started on a new Post Office for Lahad Datu which should be completed early in 1961.

Three new private Postal Agencies were opened during the year at Kalawat, Tandik, and Weston respectively, bringing the total number of private Postal Agencies in operation to ten.

One new licence to sell postage stamps was issued, and seven existing licences were renewed.

One hundred private letter boxes were installed in the new Post Office at Kota Belud, and fifty additional boxes were installed at Tenom Post Office. The total number of private letter boxes installed at Post Offices throughout the Colony as at 31st December, 1960 was 2,800, of which only approximately nine per cent were unrented.

A metal posting box was erected in the General Market at Sandakan, bringing the total number of posting boxes in use in the Colony at the end of the year to thirty-three.

Comparative statistics of business done in 1959 and 1960 are shown below:

|                              |        | 1959      | 1960        |
|------------------------------|--------|-----------|-------------|
| Posted Articles              | ... .. | 2,664,376 | 2,894,684   |
| Delivered Articles           | ... .. | 2,050,178 | 2,906,435   |
| Transit Articles             | ... .. | 152,620   | 212,706     |
| C.O.D. Parcels, Trade        |        |           |             |
| Charges Collected            | ... .. | \$668,886 | \$ 817,866  |
| C.O.D. Parcels, Trade        |        |           |             |
| Charges paid                 | ... .. | \$ 35,474 | \$ 30,464   |
| Money Orders issued          | ... .. | \$483,143 | \$ 467,494  |
| Money Orders paid            | ... .. | \$244,400 | \$ 294,418  |
| British Postal Orders issued |        | \$ 89,304 | \$ 123,122  |
| British Postal Orders paid   | ... .. | \$ 19,293 | \$ 25,463   |
| Malayan Postal Orders paid   |        | \$ 1,017  | \$ 911      |
| Sale of Postage stamps       | ... .. | \$757,406 | \$1,087,986 |
| Customs duties on parcels    | ... .. | \$341,351 | \$ 468,301  |



## TELEPHONES

*Trunk Calls*

The demand for trunk telephone calls continues to increase, the number of chargeable calls made in 1960 being thirty-four per cent more than in 1959. The telephone traffic is not only affected by the level of business activity in the Colony but also by the quality of trunk circuits and by the length of delay time between booking and making of calls. The increased number of trunk circuits from forty-four to sixty-one during 1960 and the opening of a new four position operating switchboard at Jesselton in November has improved matters but subscribers still experience delays on some routes. Nevertheless trunk circuits are continually being increased and maintenance standards are now higher. To reduce the demand for trunk calls during the busy part of the day, a concession was introduced on 1st June to charge half-rate for calls made between 6.00 p.m. and 7.00 a.m. The following changes in trunk circuits were made in 1960:

|                        |     |     |                           |
|------------------------|-----|-----|---------------------------|
| Sandakan — Tawau       | ... | ... | new route with 4 circuits |
| Sandakan — Semporna    | ... | ... | new route with 2 circuits |
| Keningau — Tenom       | ... | ... | new route with 1 circuit  |
| Jesselton — Ranau      | ... | ... | new route with 1 circuit  |
| Jesselton — Limbang    | ... | ... | new route with 1 circuit  |
| Jesselton — Kudat      | ... | ... | 3 extra circuits          |
| Jesselton — Kota Belud | ... | ... | 1 extra circuit           |
| Jesselton — Tuaran     | ... | ... | 2 extra circuits          |
| Jesselton — Beaufort   | ... | ... | 1 extra circuit           |

Comparative figures for the number of chargeable trunk calls made in 1959 and 1960 are as follows:

|                                      | 1959    | 1960    |
|--------------------------------------|---------|---------|
| Within the Colony ...                | 138,165 | 184,965 |
| Overseas via Cable and Wireless ...  | 492     | 510     |
| Between North Borneo and Brunei ...  | 10,800  | 12,630  |
| Between North Borneo and Sarawak ... | 2,864   | 4,290   |

*Subscribers Lines*

The demand for new telephone installations has been greater than in any previous year. The number of telephones in use increased by over nineteen per cent in 1960 compared with sixteen per cent in 1959 and against an average increase of eighteen per cent per annum over the last four years. The number of telephones increased in 1960 to 3,320, 811 being installed, 344 transferred and 284 disconnected. Only forty-four telephones are not connected to automatic exchanges. Seventy-seven of the new coloured type telephones were installed. A total of about sixteen miles of multi-pair telephone cables were provided during the year for new subscribers.



### *Exchanges*

To meet the demand for new telephone installations, several exchanges were extended and some new ones provided. The total available capacity was raised by twenty-two per cent during the year to reach a total of 3,735 lines.

New automatic exchanges were opened at Telipok (twenty-five lines), Tenom (100 lines), Jesselton (1,500 lines), Semporna (fifty lines). Extensions to exchanges were made at Weston (by fifteen to twenty-five lines), and Sandakan (by 100 to 700 lines).

Two exchanges, Keningau and Kudat, are completely full. It is hoped to extend Keningau by fifty lines in January, 1961 and Kudat by 100 lines by May 1961.

The automatic exchange to serve Sipitang and Mesapol has been delayed by late delivery of equipment but it is hoped to provide the exchange early in 1961.

Work is now proceeding to increase the capacity of Sandakan to 1,000 lines and of Tawau to 500 lines.

## TELEGRAPHS

### *Within North Borneo*

The internal telegraph network is fully operated by the Posts and Telegraphs Department. The network consists of teleprinter circuits linking Jesselton to Sandakan and Labuan, and by Wireless Telegraph links to all other Telegraph Offices. During the year new radio transmitters and receivers were fitted at Tenom and Semporna.

### *Overseas, Brunei and Sarawak*

External telegraph circuits are operated by the Posts and Telegraphs Department from Jesselton to Kuching and Brunei, and from Labuan to Limbang, Miri, Seria and Brunei Town. Overseas telegraphic communication to the rest of the world is provided by Cable and Wireless Limited, from their Jesselton office both by radio and by undersea cable routes. To reduce the transit time within the Colony on oversea telegrams, teleprinter circuits over VHF radio links are provided by the Posts and Telegraphs Department to link the Cable and Wireless Office to Sandakan and Labuan telegraph offices.

### *Broadcasting*

On behalf of the Department of Broadcasting and Information the Posts and Telegraphs Department operates and maintains the broadcast transmitters and associated aerials, transmission and outside broadcast lines.

During the earlier part of the year reception of Radio Sabah's short wave transmission was particularly poor throughout the



Colony due to excessive interference experienced from other stations on adjacent frequencies. Improved reception was reported from most parts of the Colony as a result of a change of operating frequencies.

The hours of broadcast transmission time were increased on medium wave from  $59\frac{1}{2}$  to  $67\frac{1}{2}$  hours and on short wave from 49 to  $67\frac{1}{2}$  hours per week. Many additional hours of broadcast transmission took place whenever matters of interest occurred outside normal broadcasting hours. During the North Borneo Amateur Athletic Association meeting held in Jesselton in July, transmissions were radiated simultaneously on three frequencies:— 930 Kc/s in English, 4970 Kc/s in Chinese, and 7180 Kc/s in Malay and Kadazan.

Arrangements have been concluded for a VHF survey to be made, centered from a transmission point of view on Mount Kinabalu. A suitable site has been selected by a pre-survey team, and it is hoped to have the results of this Colony-wide survey available about the middle of 1961.

#### OTHER SERVICES

##### *Civil Aviation*

The air/ground/air HF R/T sets were moved from the Post Office to the new airport terminal building in Lahad Datu.

At Labuan, four new HF transmitters were installed to provide additional facilities at the Flight Information Centre.

It was found necessary to change the point-to-point Aeronautical Fixed Telecommunications Network frequency from 4440 to 4047.5 to overcome interference at Labuan from the MF Beacon.

##### *Police*

New VHF fixed station radio-telephone equipment was installed at Jesselton and Sandakan for use with the Police VHF mobile networks at those centres.

VHF radiotelephone equipment was installed at Boheydulong Island as an extension to the Domestic VHF Shore to Launch Service.

The Police Stations at Mengattal and Penampang were fitted with VHF equipment enabling them to communicate direct with the Jesselton station.

##### *Other Departments*

VHF and HF radiotelephone equipment continues to be maintained for the Marine, Public Works and Forestry Departments, and also for the Administrative Service.

Public Address equipment was supplied throughout the Colony when required for Tamus, Sports meetings and other social functions on over 100 occasions during the year.



## *Chapter 12: Broadcasting and Information*

THE work of the Broadcasting and Information Department falls administratively into four closely-integrated sections:

The Broadcasting Service

The Press and Publications Section

Public Libraries and Reading Rooms

The Film and Photographic Section

The Broadcasting Service is operated by a staff of forty, of whom twenty-four are Programme Assistants and the rest Broadcasting Technicians, under the supervision of the Head of Programmes. This officer, originally seconded from the B.B.C., joined the permanent establishment of the Broadcasting Service during 1960. Radio Sabah has been fortunate to obtain his services as his professional experience is of great assistance in training local staff and in maintaining a high level of programme production.

The construction of the new Broadcasting House, to replace the existing temporary Studios, was begun towards the end of the year. The new equipment which will be installed at the new Studios, will enable two programmes to be broadcast simultaneously.

Considerable staff expansion took place during the year as a preliminary step towards the provision of sufficient trained staff to meet the operational requirements of the new Broadcasting House. The technical section in particular has been heavily engaged in the detailed planning of equipment requirements for the new studios under the direction of the Chief Broadcasting Engineer, Radio Sarawak, who has undertaken the responsibility for the construction and installation of the equipment and the studios acoustics. His very generous assistance and that of his engineering staff, which is demonstrated in the very great volume of detailed work involved, is most gratefully acknowledged.

Concurrently, the problems associated with propagation were being investigated and Marconi's Wireless Telegraph Company Limited was invited to undertake a field survey, involving the possibility of V.H.F. transmission from the slopes of Kinabalu to provide territory-wide coverage, and to submit recommendations on alternative transmission systems for the consideration of Government.

A locally born Press Officer heads the Press Section, and is assisted by Chinese and Malay translators. Their task in supplying the ever-increasing number of newspapers which continue to be published in the Colony with adequate up-to-date information is becoming increasingly difficult, and the need for additional staff in this section to maintain an efficient news service was being



considered at the end of the year. The growth of the press in Sandakan in fact presented special problems and in order to provide improved press services for papers published there and to assist in publicising the activities of Government Departments established on the East Coast, a branch office of the Department was opened at the end of the year in charge of an Assistant Information Officer who assumed responsibility for all the Department's activities in Sandakan.

Considerable development has taken place during the year in the Public Library Service, which the Department administers in all the main towns of the Colony. In one case larger, and in all cases brighter premises, with gaily coloured book-shelves, have been provided, stocks of books have almost doubled and membership in consequence has greatly increased.

The Film and Photographic Section has been fully occupied in covering all the major events which have taken place in the Colony. Mobile cinema units staffed by professional projectionists and assisted by part-time operators maintained circuits in the Jesselton area, and in Sandakan and Tawau. In all places the services provided have been very popular.

The Overseas training programme for the Department's staff continues to make good progress. A Senior Programme Assistant returned from an instructional course with the B.B.C. in London at the beginning of the year. An officer who completed training in librarianship under the auspices of the British Council in the United Kingdom returned to take up the post of Central Librarian during 1960. The Asia Foundation has also made a generous grant towards librarianship training and this with the assistance of Government, enabled a further scholarship in librarianship to be awarded at the end of the year. Plans for the training of Programme Assistants and Broadcasting Technicians with the Canadian Broadcasting Corporation, under the Colombo Plan, have also been formulated.

Throughout the year close liaison has been maintained with corresponding offices in Sarawak. The close co-operation which exists with Radio Sarawak has already been noted, whilst frequent consultations have taken place between the Director of Broadcasting and Information and the British Council's Representative in Sarawak and the Public Relations Officer of the Shell Oil Company, Brunei.

### *Broadcasting*

Throughout the year programmes in four languages were broadcast by Radio Sabah, serving the various sections of the community in North Borneo. The broadcasts were divided into morning, mid-day and evening transmissions, with additional hours of programmes on public holidays and festivals. As reception



conditions in some parts of the country continued to be difficult, the Posts and Telegraphs Department, who are responsible for the transmission of the programmes, made a change to a new frequency for the evening broadcast from 1st June, and from reports received the reception improved. The morning transmissions, which had previously been carried by the low-power medium-wave transmitter for listeners in the Jesselton area only, were transmitted also on the short-wave transmitter from August. At the same time the hours of broadcasting were increased, an additional half hour each day being added at the beginning of the evening broadcasts. A further change in the pattern of broadcasting took place on the fifth anniversary of Radio Sabah in November, when the morning programmes were extended by fifteen minutes, commencing at 6.30 a.m. This increase coincided with the introduction of a morning bulletin of world news relayed from the B.B.C., and of daily diaries of local events broadcast by all sections. At the end of the year the total broadcasting time per week was 67½ hours, representing an increase of nearly ten per cent on the previous year's figure of 61 hours.

Radio Sabah continued to make considerable use of B.B.C. transcriptions in the English and Malay programmes during the year. In the Malay Section the regular programmes by local orchestras continued to be very successful, and a new series of talks on Malay literature was begun in October. In this section, too, increasing attention was paid to world news, and the evening news bulletin contained items of international interest as well as more local topics. The Kadazan Section continued its series of programmes of interviews and music, including the very popular weekly "Kampong Programme" which visits various places throughout the West Coast. Two programmes of interest, which were started in August, were a series of weekly talks on old customs and beliefs, and a weekly programme compiled from tape recordings sent in from distant places where there is a strong Kadazan community, such as Seria or Tawau. Other new programmes begun during the year were a general knowledge quiz organised amongst schools, and a weekly dramatic sketch of kampong life. During the year all sections have introduced new features, but the Chinese Section has seen a major change with a much greater emphasis on programmes produced in Hakka. These programmes started in August and cater for a large audience, especially in rural areas. Thirty minutes of programmes in Hakka are broadcast each day, and the programmes include a weekly magazine feature that visits various places in the Colony, story telling, and a weekly agricultural talk which is arranged with the co-operation of the Agricultural Department. The gathering of material for these programmes has been, and is, a major operation, with programme staff travelling to all parts of the country. The



collection of Hakka folksongs has been, in particular, a very interesting and rewarding project, for few, if any, of these songs had been recorded or written down before and the library that is being built up of this material is quite unique. In Mandarin, too, many new programmes have been started during the year. A weekly programme of musical variety by local artists has proved very popular, as has a new programme for women, and mention must be made of the "Can I help you?" series in which listeners' problems, especially on legal matters, are answered in the studio. In the English section programmes, the Radio Sabah Serenaders continued broadcasting a weekly programme of popular music. A new venture was the series of "Answer, please" programmes, in which questions asked by listeners were answered by experts in the studios. In all sections all the major events of the year were covered, and all visitors of importance interviewed for one or other of the magazine programmes that are put out by every section each week. The departure of the late Sir Roland Turnbull in January, and the arrival of His Excellency Sir William Goode in April were two major occasions when all language sections joined together to cover the events by outside broadcasts. One big occasion from the broadcasting point of view was the first Popular Music Competition which was held at the end of March in the Community Centre in Jesselton. For some weeks previously eliminating heats before an audience had been held in the studios. These were broadcast over all programme sections, and worked up interest to the final night when the full proceedings were broadcast direct from the Community Centre. There was a capacity audience, estimated at well over 2,000, and the judges had a difficult job in deciding the winners for each class. A further programme of popular singers and instrumentalists was mounted at the end of the year, to provide a suitable New Year's Eve programme.

One feature of broadcasting in the year was the increasing amount of inter-change of programmes with Radio Sarawak. The most cordial relations have always existed between the two broadcasting services, and the engineering staff of Radio Sarawak have been of great assistance in offering advice and aid, but the regular exchange of programmes is a new departure. The first contribution came from North Borneo when tape recordings of the Radio Sabah Serenaders (Radio Sabah's own band) were supplied to Kuching for a weekly series. Next came the provision of weekly Koran interpretations from Radio Sarawak, and finally a joint effort was launched, with the simultaneous broadcasting of "Hello, Neighbour!" every Sunday. This programme of record requests from and to people all over the three Borneo Territories, and often further afield, is produced in the studios of Radio Sarawak using material sent from Radio Sabah along with their own recordings.



The main event of the year to the staff is one which will not be noticed by the listeners for some time. This is the commencement of the building of the new Broadcasting House. The new building is situated on a commanding site, centrally placed in relation to the scattered population of the Jesselton area. It is still many months before the new building can be occupied, but its construction is a very real inspiration to the staff working in the cramped conditions of the present studios, which are a conversion of the former Rest House Annexe and are very limited in the facilities that they provide.

The character of the programmes is indicated in the following table of percentages:

|  | <i>Chinese</i> | <i>Malay</i> | <i>Dusun</i> | <i>English</i> |
|--|----------------|--------------|--------------|----------------|
| News ... ..  | 14.7           | 11.1         | 13.1         | 16.4           |
| Talks ... ..   | 6.0            | 10.6         | 7.1          | 5.0            |
| Features and Play ...  | 12.8           | 7.4          | 7.8          | 16.0           |
| Music by local artists   | 8.6            | 6.3          | 64.9         | 2.6            |
| Music and variety<br>(transcription and<br>commercial discs) ... | 55.2           | 57.7         | —            | 55.0           |
| Educational broadcasts   | 2.7            | 6.9          | 7.1          | 5.0            |
|  | 100.0%         | 100.0%       | 100.0%       | 100.0%         |

The percentage analysis of the programme sources is as follows:

|  | <i>Chinese</i> | <i>Malay</i> | <i>Dusun</i> | <i>English</i> |
|--|----------------|--------------|--------------|----------------|
| B.B.C. Transcription<br>Service ... ..     | 1.4            | 7.9          | —            | 30.6           |
| Radio Australia Trans-<br>criptions ... .. | —              | —            | —            | 1.2            |
| U.S.I.S. Trans-<br>cription Service ...    | 15.7           | —            | —            | 2.6            |
| Commercial Gramo-<br>phone Records ...     | 45.3           | 57.7         | —            | 23.0           |
| Local Broadcasts ...                       | 22.9           | 23.3         | 92.5         | 26.0           |
| Local News ...                             | 14.7           | 11.1         | 7.5          | 5.0            |
| B.B.C. News ...                            | —              | —            | —            | 11.6           |
|  | 100.0%         | 100.0%       | 100.0%       | 100.0%         |

Weekly average broad-  
casting hours of each  
language in Decem-  
ber, 1960, on which  
the above figures are  
based ... ..

17½      15¾      14      20¼



*Press Section*

The Press Section continued to supply official news and background information to the local press and to the press in Brunei and Sarawak. A total of 4,336 press releases publicising Government activities and policies, including other items of local interest, were issued by the section during the year, compared with 2,720 in 1959. News releases received from the London Press Service dealing with the United Kingdom and Commonwealth Affairs, as well as releases received from the United Kingdom High Commissioner's Office in Singapore and the Australian Commissioner in Singapore were also circulated to the local press.

The press section in addition acted as a newsroom for Radio Sabah and in order to establish an up-to-date local news service full use was made of out-station correspondents who report local items. News Bulletins were broadcast five days a week in English, Chinese, Malay and Kadazan and copies of the news items were passed to the local press. In view of the increasing importance of local news broadcast in Radio Sabah programmes, the post of News Editor was added to the establishment of the Broadcasting Section and an officer was appointed towards the end of the year. This enables a more comprehensive coverage to be given to all aspects of local news.

The Publications Section of the Department continued to progress. "Anak Sabah" a monthly newspaper in English designed to cater for the specialised needs of adolescents, particularly school-children, entered its fifth year of publication. The paper aims at helping young people to improve their English, to take an interest in the country and in other people around them, and to express themselves in writing. The demand for and interest in the paper remained as keen as ever, and the audited circulation figures showed that an average sale of some 2,000 copies per issue remained constant. The Publications Section also published "Radio Sabah Calling", a magazine which includes the programme details of Radio Sabah in English, Chinese, Malay and Kadazan as well as notes, features articles, illustrations and correspondence. It completed its fourth year of publication in 1960 and in spite of distribution difficulties and delays in printing, the audited sales figures showed a twenty per cent increase over 1959, bringing the total circulation to over 3,000 copies per issue over the last six months of the year.

There have been appreciable developments in the Colony's local press. A new Chinese paper the "Kinabalu Observer" (神山觀察報) appearing as an afternoon daily paper commenced publication in Jesselton in January; whilst in Sandakan a further Chinese daily newspaper the "Sandakan Daily News" (山打根日報) similarly commenced publication on the same date. Pictorial



magazines have also made their appearance. "The Borneo Pictorial" covering photographic activities of the three Borneo Territories is edited and published monthly in Jesselton. Another illustrated magazine the "Three Territories Pictorial" printed and produced in Hong Kong was published in Jesselton in March, and included material suitable for readers in all the Borneo Territories. "The Student's Weekly" (學生週刊) containing news and activities of Chinese schools in North Borneo is printed in Hong Kong and commenced publication in Sandakan towards the end of the year.

"The North Borneo News and Sabah Times" continued to be the only English daily newspaper and included news and correspondence in Romanised Malay and Kadazan. The paper made a big advance in September by subscribing to Reuters and carrying up-to-date world news daily. At the same time the size of the paper was increased by fifty per cent enabling more feature articles to be published. The "Straits Times", "The Borneo Bulletin" and "The Sarawak Tribune" published in Singapore, Brunei and Sarawak respectively also circulate in the Colony.

The established Chinese papers which have now been published for many years are the "Overseas Chinese Daily News" (華僑日報), the "Api Siang Pau" (亞庇商報) in Jesselton and the "Borneo Times" (婆羅州時報) in Sandakan. All these papers maintain their usual high standards of journalism and production.

### *Public Libraries and Reading Rooms*

Considerable development has taken place during 1960 in the services and facilities provided by the Public Libraries and Reading Rooms. The Sandakan Library has moved into larger premises and has been completely refurnished, with considerably increased stocks of books. Tawau Library has been re-decorated and refurnished, and again stocks of books have been increased. Additional book-shelves and books have been provided for the Jesselton Library; similar improvements have also been made in the Labuan and Papar Libraries. The increase in stocks of books, which is everywhere welcomed by readers, has largely been made possible by the most generous gift from the Asia Foundation of some 10,000 books. These include, in addition to fiction, standard works indispensable in any public library and also valuable reference books. The increased interest of Local Authorities in making annual grants for the provision of books for the libraries in their areas, which have been matched by a similar increased contribution from Central Government Funds, has also made it possible to provide a steady stream of new books for most libraries. The continued generous assistance of the British Council in its annual contribution of books has also been most welcome.



These improved facilities have resulted in an increased readership everywhere and during the year some 40,000 books have been borrowed by readers, compared with 25,000 in 1959.

The libraries, now mostly staffed by local girls who have completed a secondary education, are run on a Colony basis with the Jesselton Public Library acting as the Central Library. All acquisitions are registered in Jesselton and the Central Librarian who has completed training in librarianship in the United Kingdom and took up her appointment towards the end of 1960, is responsible for the work of cataloguing and of forwarding and exchanging books between libraries.

### *Film and Photographic Section*

A 16 m.m. and 35 m.m. Film Library is administered by the Department of Broadcasting and Information and supplies film to commercial cinemas, the Department's own circuits and private borrowers. The territory is well provided with modern cinemas in all the major towns, mostly owned and managed by either the Shaw or Cathay Organisations of Singapore. There were thirty-three cinemas in operation in North Borneo in 1960 including those privately owned by rubber estates and timber camps, whilst six travelling projectors served smaller towns and villages. Copies of up to date British news reels, and documentary films both 35 m.m. and 16 m.m. were available to meet the requests of cinemas in the main towns and were circulated to outstations. Copies of these news reels continue to be received weekly by air from the Central Office of Information in London, and are very popular. They remain in demand for screening by rubber estates and timber camps in remote areas long after the news reels cease to be topical.

The mobile cinema unit serving the Jesselton area maintained its regular circuit and was also in great demand for occasional shows. The unit screened films on 243 occasions to an estimated total of some 110,000 people. Shows were screened in the open air whenever possible but schools and missions were particularly co-operative in permitting the use of their halls for this purpose.

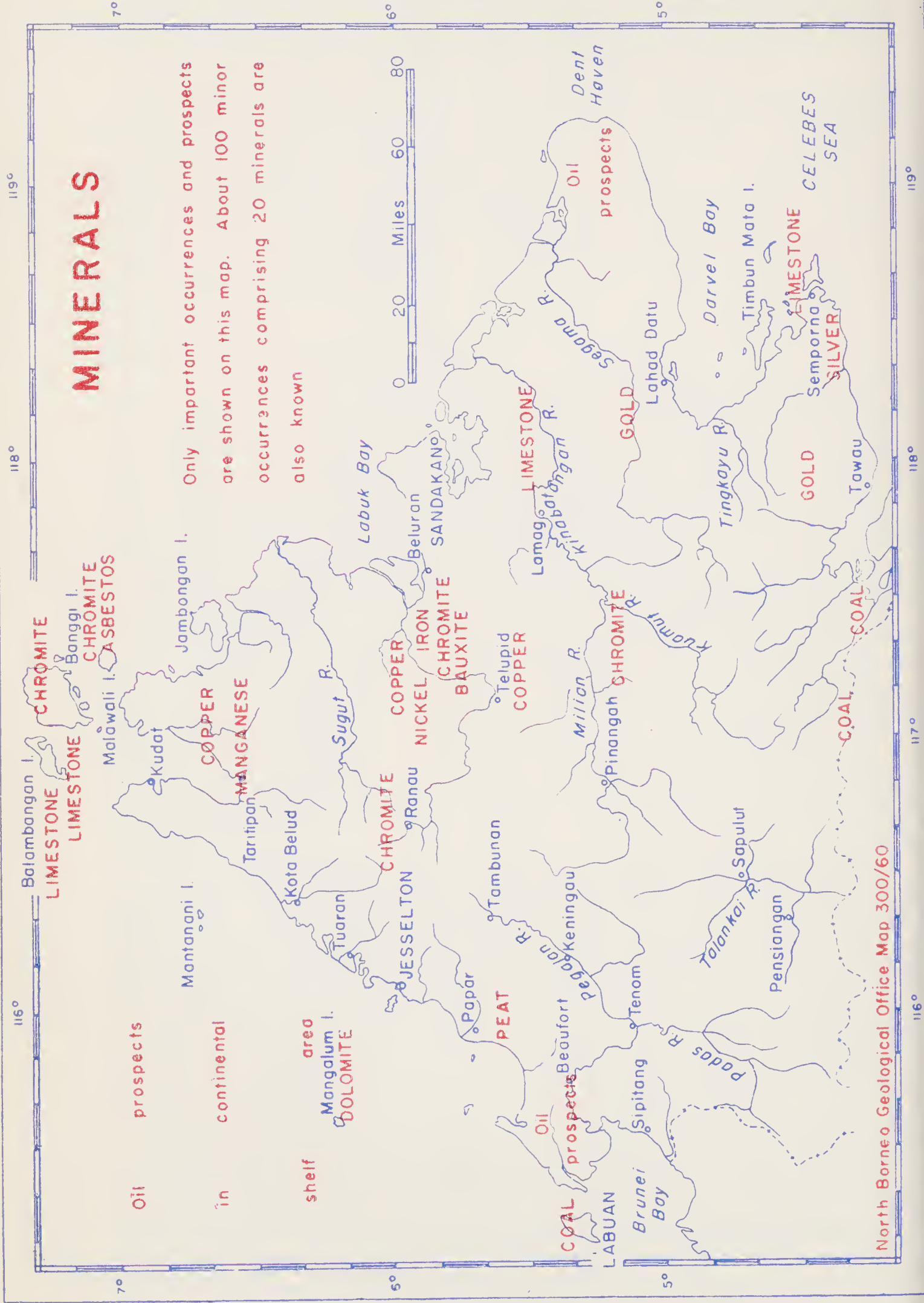
The Department through the assistance of the District Administration in Sandakan and Tawau, continued to operate mobile cinema circuits in and around the two towns during the year and an estimated 30,000 people saw the films screened there.

The Department's dark room was fully used for developing photographs taken of the main events of public interest in 1960. A special feature of the work of this section during the year was an exhibition of photographs prepared for the Colombo Plan Conference which took place in Tokyo in October/November. The facilities provided have also been in much demand by Government Departments for departmental work.





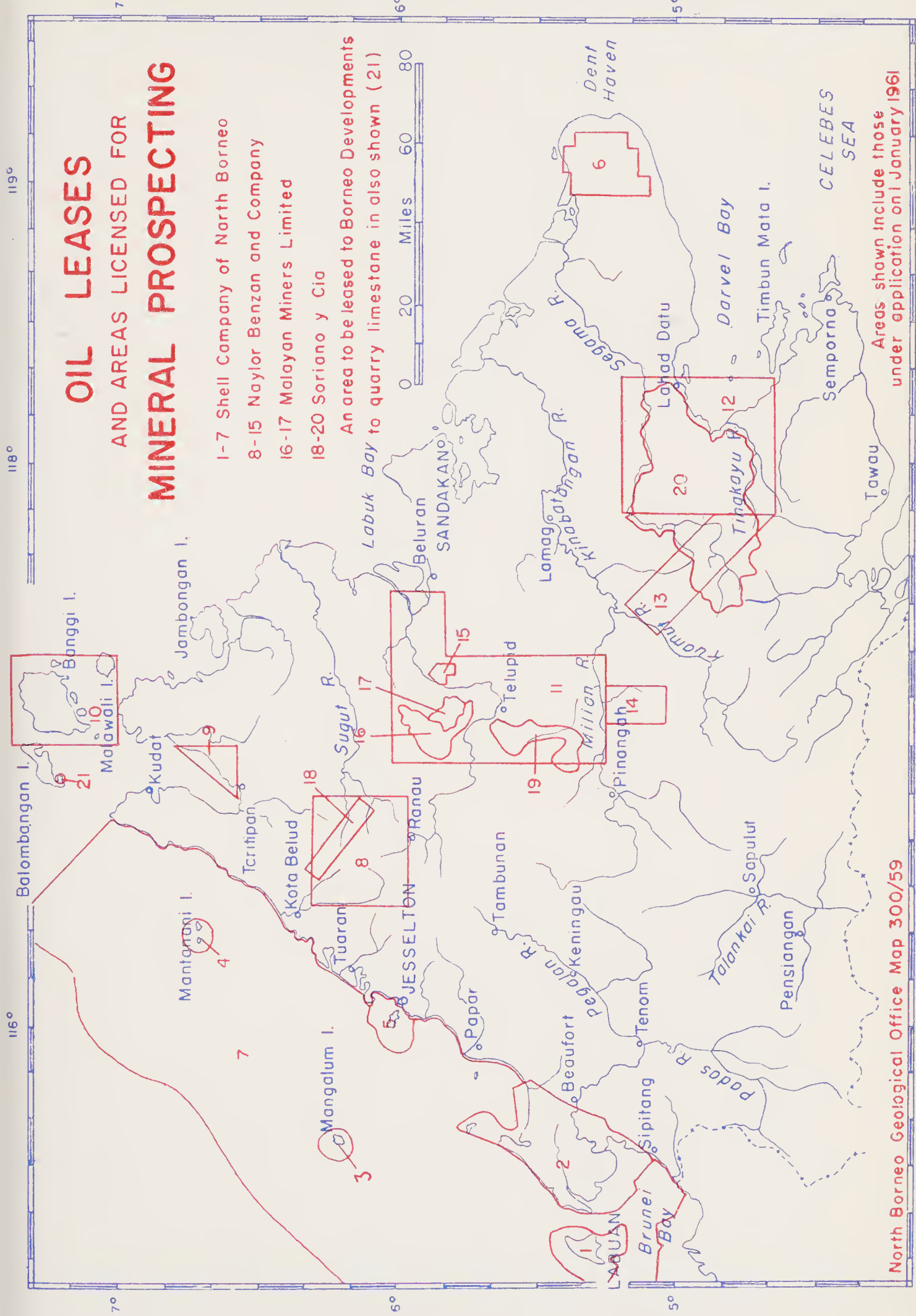




# MINERALS

Only important occurrences and prospects are shown on this map. About 100 minor occurrences comprising 20 minerals are also known





# OIL LEASES AND AREAS LICENSED FOR MINERAL PROSPECTING

- 1-7 Shell Company of North Borneo
- 8-15 Naylor Benzan and Company
- 16-17 Malaysian Miners Limited
- 18-20 Soriano y Cia

An area to be leased to Borneo Developments  
Labuk Bay to quarry limestone in also shown (21)

Areas shown include those  
under application on 1 January 1961







## Chapter 13: Geology

IN the west of North Borneo, the folded sandstone mountains of the Crocker Range rise steeply above a narrow coastal plain and culminate in the massive granite peak of Mount Kinabalu, which reaches a height of 13,455 feet above sea level. To the north, another igneous mass builds Mount Tambuyukon, 8,450 feet, while in the south, hardened sedimentary rocks form the 8,000-foot mountain, Trusmadi. Most of the rivers flow swiftly from the mountains to the sea, but in the south the Padas River joined by the Pegalan, drains the interior plains of Keningau and Tambunan, and has cut a spectacular gorge through the Crocker Range. As it leaves the mountains, the Padas River splits up into several distributaries which meander across a wide alluvial plain and reach the sea in Kimanis Bay and Padas Bay.

In the east, there are no well-defined mountain formations comparable with the Crocker Range, but the hinterland is rugged, and hills 3,000-4,000 feet high are common. The more mountainous country tends to coincide with two main igneous masses. One of these, on the Labuk River, occurs near the geographical centre of North Borneo and the other, on the Segama River, forms the hinterland of Darvel Bay. The eastern portion of the territory is traversed by three major rivers, the Sugut, Labuk, and Kina-batangan, which rise on Mounts Kinabalu and Trusmadi. In their lower reaches, these rivers meander across a wide peneplain and finally flow through extensive mangrove swamps before reaching the sea.

### *General Geology*

The rocks of North Borneo have only been formed during the last 100 million years of the 3,500 million or more years of the earth's history. Even so, the geological evolution of the country has been complex, and most of the main rock types found in other parts of the world occur also in North Borneo. Despite this wide variety, certain associations of sedimentary rocks, some with accompanying volcanic rocks, can be recognised; these associations are known as Formations, named after a locality where they are typically developed or after characteristic rocks, and are dated from the fossils they contain. Intrusive igneous rocks have invaded these rock formations, and more volcanic rocks have been ejected or poured out over them in some places.

The oldest rocks of North Borneo are Upper Cretaceous or Eocene in age and are known as the Chert-Spilite Formation. In the Darvel Bay area it comprises chert, spilite, basalt, green tuff, and agglomerate, together with red sandstone, siltstone, grey and



red shale, limestone, and marl; in the north (around Marudu Bay and Banggi Island) sedimentary rocks other than chert are almost entirely absent, and this area was apparently remote from land at that time. Regionally, the formation is therefore characterised by chert and submarine volcanic rocks; spilitic pillow lavas were erupted and accumulated on the sea bed, but some of the volcanoes formed islands from which ash and agglomerate were ejected and deposited in the surrounding seas.

The Chert-Spilite Formation was deposited in a geosyncline or marine trough that had only recently been formed. In Lower Eocene times, the sea became shallower particularly in eastern North Borneo, and the red sandstone and shale of the Kulapis Formation were deposited, probably in inland seas surrounded by desert land. During approximately the same period, shale and sandstone of the Trusmadi Formation were being laid down in western North Borneo.

The Trusmadi Formation passes into the succeeding sandstones of the Crocker Formation without stratigraphical break, whereas above the Chert-Spilite Formation there is a marked unconformity. The Crocker Formation is essentially an extremely thick series of sandstone, grit, and conglomerate with subordinate shale, ranging in age from Lower Eocene to possibly Lower Miocene. Intercalated coaly sandstone and shale with fossil plant remains are also present, particularly towards the top of the succession. The formation is an inshore and foredeep deposit, the sediment being derived by rapid erosion of a newly uplifted landmass. Portions of this land area may have lain off the north coast of Borneo, where the sandstones of the Crocker Range have thinned out and are replaced by a shallow water facies of coral limestone and coral sands.

During the Miocene, the Crocker Formation was strongly folded, and there was a period of erosion before the Upper Miocene deposits were laid down on its peneplained surface. Deposition during the Upper Miocene was more restricted, and rocks of this age are found today in widely separated areas. In the north and in the east of North Borneo, these sediments have been termed the Bongaya Formation. The Bongaya Formation was formed under conditions which differed little from those prevailing during Eocene times. Loosely cemented sandstone is the most common rock type, but thin coal seams and lignitic layers occur frequently; oil indications are associated with this formation. In central and southeastern North Borneo, conglomerate occurs at the base of the Upper Miocene rocks, and the succession includes clay, shale, limestone, and sandstone as well as carbonaceous layers.

Moderate folding of the Bongaya Formation has taken place since Miocene times, and submergence of the coastal areas occurred during the Pliocene. This is indicated by a Plio-Pleistocene formation, the Timohing Formation, of marl, coral limestone,



and sand which occur on Balambangan Island. More recently, during the Quaternary, there have been marked changes in sea level. The latest change took place at the end of the Ice Age when the melting of vast volumes of ice resulted in gradually raising the sea level by about 300 feet. Thus the mouths and deltas of rivers round most of the coasts became submerged and extensive mangrove swamps formed.

The volcanic rocks of North Borneo include, in addition to those associated with the Chert-Spilite Formation, andesitic tuffs interbedded with Miocene sediments, and lavas of Quaternary age which occur in the southeastern part of the Colony. In central North Borneo, basaltic lavas and tuffs, which are probably older than the Quaternary volcanic rocks, rest on the Crocker Formation and are slightly metamorphosed by plutonic rocks which outcrop nearby. In the southeastern portion of the Colony the volcanic rocks range from basic to acid in composition, and young topographical features such as partly dissected volcanoes, plateaux, and valley infillings, present a fascinating study in geomorphology.

The intrusive igneous rocks vary in composition from ultrabasic through intermediate types to acid. The ultrabasic rocks are partly sheared bodies of serpentine within the Chert-Spilite Formation, but relatively unaltered dunite, peridotite, and pyroxenite also occur. Some of the ultrabasic intrusions were apparently emplaced at a later date, possibly during the Oligocene; these are found in central North Borneo where they form Mounts Tavaï and Meliau. Basic plutonic rocks are relatively uncommon, but a layered basic and ultrabasic intrusion has recently been found forming islands in Darvel Bay. The intermediate rocks, mainly dioritic, are usually associated with the earlier period of ultrabasic intrusion and are particularly well exposed in the head-waters of the Segama River. The acid rocks are principally granodioritic with minor amounts of associated granite. Their greatest and most spectacular development is on Mount Kinabalu, and they also form isolated bosses on its eastern flanks. Minor intrusions of granite occur near the centres of igneous activity in southeastern North Borneo.

### *Mineral Resources*

Mineral materials in North Borneo that appear to offer some hope of economic development are chromite, copper and nickel ores, limestone, asbestos, coal, and peat; known occurrences of these are shown on the map facing page 165, together with occurrences of manganese, gold, silver, bauxite, and lateritic iron ore that are less encouraging, and areas where there are oil prospects. Economic minerals have been found in about a hundred other places, but nowhere in quantities apparently of more than academic interest. Prospecting by mining companies increased



during the year, particular attention being paid to chromite, copper, nickel, coal and oil, but the only mineral production was of stone and building materials.

### *Stone, coral, sand and clay*

Stone of several types is produced in different parts of the country for roadstone and concrete aggregate, and to a lesser extent, for the construction of airfields, for railway ballast, and for decorative effects in buildings. At several places on the West Coast, sandstone of the Crocker Formation is quarried, and it is this stone that is used on roads of Jesselton, Papar and Tuaran, on the Jesselton airfield, and on the North Borneo Railways. At Labuan, limestone from Burong Island was used in the construction of the airfield, while at Kota Belud cobbles and boulders of granodiorite, peridotite and sandstone, from the Tempasuk River, are used for military works. At Kudat, chert is collected from river beds, and at Tawau diorite is blasted to provide roadstone. Volcanic rock is quarried on a small island in Sandakan Bay and, near Sandakan airfield, quartz gravel deposits are a useful source of road and constructional material.

The supply of sand for concrete is generally unsatisfactory; beach and river sands are used but tend to be too fine; sand from islands off the coast is often more suitable as regards grading, but for high quality concrete, for example for concrete piles, it is sometimes necessary to import sand or add crusher fines to the available river sand. Coral from living reefs is collected for the foundations of some roads and buildings. Clay is used for brick-making near Tuaran and at Tawau, although some building contractors prefer to make sand-cement bricks on site. Clay is also used near Papar for coarse pottery work.

### *Chromite*

Messrs. Naylor Benzon and Company of London began prospecting for chromite and other minerals in 1959 in areas of ultrabasic rocks (occupying some two per cent of the area of North Borneo) that had been mapped by the Geological Survey during the last ten years. Chromite is present in almost all ultrabasic rocks, but only exceptionally is it sufficiently concentrated to repay mining. However, the results of prospecting so far have been encouraging as good quality ore has been located on Banggi and Malawali Islands and in the Labuk Valley; drilling to test the extent of the ore-bodies is scheduled to start in 1961.

### *Copper*

Copper ore is known at various localities near the Labuk and Karamuak Rivers, on the slopes of Mount Tambuyukon, and east of Marudu Bay. In most of these places, and possibly in them

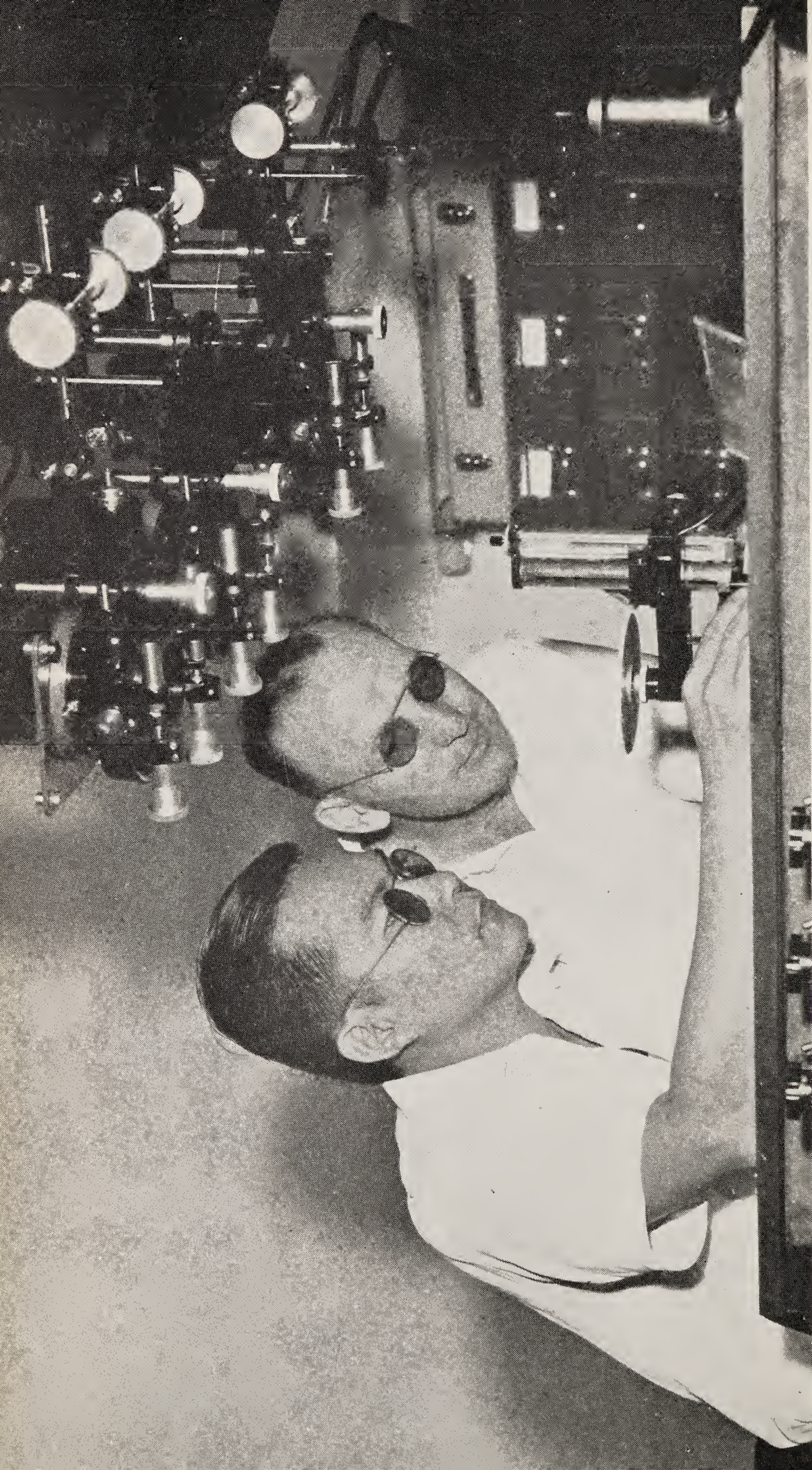




With aid from Australia under the Colombo Plan a major project for the control of Tuberculosis has been initiated. Skin-testing takes place under the supervision of a Colombo Plan specialist.

*(Broadcasting and Information Department).*





Operating the Multiplex Plotting Machine, supplied to North Borneo by New Zealand as a gift under the Colombo Plan. Watching  
(Broadcasting and Information Department).



*North Borneo Production of Stone and Building Materials*

| <i>Material</i>                  | <i>Unit</i> | 1958              |  | 1959              |  | 1960              |  |
|----------------------------------|-------------|-------------------|--|-------------------|--|-------------------|--|
|                                  |             | <i>Production</i> | <i>Estimated Value (Malayan dollars)</i> | <i>Production</i> | <i>Estimated Value (Malayan dollars)</i> | <i>Production</i> | <i>Estimated Value (Malayan dollars)</i> |
| Stone                            | cubic yards | 140,773           | 1,013,417                                | 173,310           | 1,264,230                                | 256,829           | 1,797,000                                |
| Coral                            | "           | 27,131            | 110,656                                  | 105,178           | 325,941                                  | 17,612            | 70,300                                   |
| Bricks, clay                     | pieces      | 3,559,305         | 412,965                                  | 2,294,620         | 207,356                                  | 2,401,000         | 221,760                                  |
| Bricks, concrete                 | "           | 45,860            | 4,586                                    | 40,417            | 4,042                                    | 190,000           | 28,500                                   |
| Hollow concrete blocks           | "           | 23,616            | 21,293                                   | 1,698             | 1,528                                    | —                 | —  |
| Miscellaneous building materials |             | —                 | 24,363                                   | —                 | 22,553                                   | —                 | 63,520                                   |
| Total                            |             | —                 | 1,587,280                                | —                 | 1,825,650                                | —                 | 2,181,080                                |



all, the copper occurs in basalt in association with ultrabasic or basic intrusions. Investigations were made fifty years ago, when attention was directed chiefly to an occurrence at Karang near the Karamuak River, but lack of financial backing terminated the investigation before a conclusive assessment of the deposit could be made. Geochemical prospecting in recent years by the Geological Survey, in association with the Royal School of Mines, London, has produced results that have led to increased interest, and three companies are now prospecting for copper over about 1,300 square miles.

### *Nickel*

Nickeliferous pyrrhotite and the nickel mineral garnierite were discovered in the Labuk Valley by a mining company during the year. The garnierite apparently occurs in the weathered zone overlying ultrabasic rock, and conditions may be similar to those in New Caledonia, a major producer of nickel ore. Further work, including diamond drilling, is being done to determine the extent of the deposits.

### *Coal*

Coal has been mined at Silimpopon and on Labuan Island, and reserves still exist at both places. At Silimpopon, a colliery operated from 1905 to 1932 and produced approximately 1,500,000 tons of coal, largely for supply to ships' bunkers. Fall in demand caused by the growing use of oil, together with financial and mining difficulties, forced the colliery to close. A recent survey showed that 14,000,000 tons of sub-bituminous coking coal may remain, but it is unlikely that all of this could be mined.

At Labuan, coal was produced for sixty years and production was probably about 500,000 tons; mining stopped in 1912, largely because of difficulties in drainage. An investigation in 1948 suggested that mining might be resumed without great difficulty, and that 9,000,000 tons of sub-bituminous non-coking coal may still exist in one seam alone.

### *Oil*

Oil and gas seepages occur at various places in North Borneo, generally associated with the younger sedimentary rocks. Several companies have conducted exploration during the last half-century, and wells have been drilled on Klias Pensinsula, near Kudat, on Sebatik and Mangalum Islands, and in the South China Sea at Hankin Shoals, without discovering oil accumulations.

During 1960, Brunei Shell Petroleum Company Limited again continued carrying out oil exploration work in North Borneo on behalf of the Shell Company of North Borneo Limited.



Examinations of seabed conditions in the offshore area were made during the year in preparation for the offshore exploration drilling programme with the marine drilling barge "Orient Explorer". Defects in the legs of the "Orient Explorer" became evident at the beginning of the year, and necessitated removing the barge from operation. Completely new legs are presently being manufactured in Europe and it is hoped to complete repairs by mid-1961.

Detailed field work was undertaken in the Klias Peninsula with a view to gathering information concerning the factors controlling sedimentation during Tertiary times.

In the Brunei Shell Petroleum Company Limited's Laboratory in Seria, palaeontological examinations were made on samples collected from surface surveys in North Borneo and on samples provided by the North Borneo office of the Government Geological Survey Department.

Total expenditure in exploration for North Borneo in 1960 was M\$787,000.

#### *Other minerals*

Accessible deposits of *limestone* are situated on the northern islands, near the lower Kinabatangan, and on Semporna Peninsula; quarrying on Balambangan is expected to start shortly. A pamphlet on cement-making possibilities was prepared by the Geological Survey during 1960 and will be available early in 1961; although only one brief investigation has been directed specifically to these possibilities in North Borneo, a certain amount of relevant information is available from routine work, and has been included in the pamphlet. The suitability of the limestone of Balambangan Island as a flux for iron and steel smelting was the subject of a special investigation by the Mineral Resources Division of Overseas Geological Surveys and showed that, subject to bulk tests, the stone is practically ideal for this purpose. *Dolomite* (magnesium carbonate) was recently reported to occur on Mangalum Island. Although a certain amount of this might be conveniently quarried for use as a fertiliser, the economic prospects of limestone masses on the mainland or northern islands would be better if they contained sufficient magnesia; an investigation of samples is currently being made.

*Bauxite* was found recently by the Department of Agriculture in soil pits near the Labuk River; the occurrence warrants further investigation in due course. *Gold* has been won in small amounts from alluvium along the Segama River, but a recent investigation indicated that concentrations are small and irregular. *Gold* and *silver* have recently been found in a mineralised zone in the Semporna Peninsula, and further assays are being made. *Manganese* ore occurs as surface enrichments near Taritipan and in the lower Labuk area; a small amount was mined at Taritipan half a century



ago, but the venture was financially unsuccessful. Limonitic *iron ore* has been located in the Labuk Valley and south of Marudu Bay but is of doubtful economic value. Occurrences of short-fibre *asbestos* on Malawali Island require further investigation. Other minerals located include antimony ore, fullers' earth, magnesite, monazite, peat, phosphate, platinum, salt, and talc. Reports of tin in the Tawau and Jesselton areas early in the century appear to be unfounded.

### *Prospecting*

All current prospecting rights for oil in North Borneo are held by the Shell Company of North Borneo Limited, though these cover only a small part of the country. Until recently, prospecting by this company was the only commercial activity that could lead to mineral development, but basis mapping and investigations by the Geological Survey, and the early publication of their results, have attracted the interest of several mining companies, and a considerable amount of prospecting is now being done. The areas that are under prospecting licence, or under lease for minerals located include antimony ore fullers' earth, magnesite, shown in the map opposite. Details of these licences and leases are as follows:

#### *Map reference*

#### *Details*

- |       |  |
|-------|--|
| 1     | Lease for petroleum and other mineral oils held by Shell Company of North Borneo until 1988. Lease to mine coal and iron held by the Labuan Exploration Company. |
| 2—6   | Lease for crude oil, natural gas, clays, shales, and other bituminous substances, held by Shell Company of North Borneo until 2016.                              |
| 7     | Marine prospecting licence for petroleum held by Shell Company of North Borneo until 1966.   |
| 8—12  | Prospecting licence held by Naylor Benzon and Company for chromite, iron ore, magnesite, and manganese ore.  |
| 13—14 | Prospecting licence applied for by Naylor Benzon and Company for chromite.   |
| 15    | Prospecting licence held by Naylor Benzon and Company for copper ore.  |
| 16    | Prospecting licence held by Malayan Miners for copper, lead, and zinc ores, and gold.  |
| 17    | Prospecting licence applied for by Malayan Miners for nickel ore.  |
| 18—20 | Prospecting licence held by Soriano y Cia for copper, lead, and zinc ores, and gold.   |
| 21    | The issue of a lease to Borneo Mineral Developments Limited to quarry limestone was approved.  |



### *Exploration History*

Present knowledge of the geology and mineral potentialities of North Borneo has resulted from gradually intensified investigations over the last eighty years. The first reliable data were collected by Frank Hatton (1886) and later by R. R. Pilz (1909-1911).

A systematic geological survey was started by the British Borneo Petroleum Syndicate Limited in 1908 and was continued, from 1913 to 1915, by the Netherlands Colonial Petroleum Company (N.K.P.M.), but it yielded no economic results. Between the wars sporadic investigations were carried out by individual geologists and there were some unsuccessful attempts at drilling for oil. In 1935 and until 1939 the Royal Dutch Shell Group continued the work of regional exploration, and their maps and reports have formed a sound foundation for later work. After the second world war, the Group arranged with Professor Reinhard and Dr. Wenk, both of whom had explored North Borneo in the past, to prepare an account of the findings up to that time. This was published in 1951 as Bulletin No. 1 of the Geological Survey, a combined department established for Sarawak and North Borneo in 1949.

The first task undertaken by the Geological Survey was the production of regional reconnaissance geological maps, a task now nearing completion. At the same time, short investigations were made in connection with engineering, water supplies, and other such matters. The reconnaissance has enabled economic mineral possibilities to be outlined, and a valuable contribution has been made to science by furthering the understanding of the geology of Southeast Asia. When the reconnaissance has been completed, the Survey will follow up the economic possibilities by detailed mapping and mineral investigation in selected areas.

The Shell Company of North Borneo has meanwhile continued its geological mapping, mainly on Dent Peninsula and in western North Borneo, and has made valuable reports on this work available to the Geological Survey. The company has also given specialist help by making palaeontological examinations and age determinations on samples collected by the Survey. Further specialist help has been given by the Mineral Resources Division and Photo-geological Section of Overseas Geological Surveys, the British Museum (Natural History), and universities in other parts of the world.

### *Geological Survey Office and Administration*

The Geological Survey Office in Jesselton is part of the combined department for Sarawak and North Borneo, the establishment of which includes eight geologists; of these the Director is stationed in Kuching and the Deputy Director and two geologists



in Jesselton. The remainder of the staff in Jesselton consists of an office assistant, one typist, eight technical assistants, and an office messenger.

The office was built of permanent materials in 1952 and houses a museum, which is open to the public, for the display and storage of rock and mineral specimens. Displays include a relief model of the country showing the distribution of the various rock formations and a collection of North Borneo rocks illustrating the broad classification of rock types normally used by the geologist; these displays and the headquarters activities of the department, such as the use of the stereoscope in interpreting air photographs and of the microscope in identifying rock types, are demonstrated to visiting groups of senior school children and teacher-trainees. The museum also contains a library of reference books and a collection of records of past geological and mineral exploration. The office building includes a workshop and a laboratory for the preparation and examination of rocks and minerals, and facilities for photographic work and draughting. Towards the end of 1960, work was started on an extension which will house a new drawing office.

### *Finance*

The expenses of the department in North Borneo before 1956 were met from the Central and Colony allocations from Colonial Development and Welfare Funds. In 1956, Colony revenues began to take over a share of the recurrent expenditure of the department, and from April, 1960 expenditure of the department has been met entirely from Colony funds, except for a proportion of the cost of the office extension mentioned above.

### *Departmental activities*

During 1960, Memoir 15, *The geology and mineral resources of the Banggi Island and Sugut River area* by R. A. M. Wilson, has been completed and awaits publication. Bulletin 3, *The geology of Sarawak, Brunei and the western part of North Borneo* compiled by P. Liechti, has been printed, but distribution has been delayed as the accompanying maps, printed in Europe, have not been received. Regional surveying continued in two areas, the Semporna Peninsula and the upper Kinabatangan, but work in the Dent Peninsula has been held up. A number of geological investigations have been made on engineering projects, and three archaeological sites were investigated in collaboration with the Sarawak Museum. Meanwhile, geologists have been occupied increasingly on work connected with the mineral development of the country, as interest in the mineral possibilities grows, and the scale of prospecting by mining companies expands.



*Training*

In-service training is given in the department to Technical Assistants working in the field and in the drawing office. One local officer, who went to the University of New Brunswick under the Technical Aid Programme of the Colombo Plan in 1957, continued to do well in his degree course in geology, and another officer left in 1960 to take a similar course at the same university. A third officer spent a month in Kuala Lumpur gaining experience of various drawing and printing techniques at the Survey Department of the Federation of Malaya. During 1961 two other officers will receive training abroad, one at the Survey Department of the Federation of Malaya and another with Kodak Limited, Singapore.

*International meetings*

North Borneo was represented by officers of the Geological Survey during 1960 at the United Nations Seminar on Aerial Survey Methods and Equipment in Bangkok, the fourth session of the ECAFE Sub-Committee on Mineral Resources Development and Working Party of Senior Geologists in Tokyo, and the International Geological Congress at Copenhagen. Attendance at these meetings not only makes available useful information about other countries and the methods of prospecting and mining used in them, but also makes possible mutually advantageous contacts with fellow workers elsewhere, and enables North Borneo representatives to show that everything possible is being done to discover and develop the minerals of their own country.

*Future plans*

During 1961, three memoirs, on the Banggi Island and Sugut River area, the Semporna Peninsula, and Pensiangan and upper Kinabatangan area, are likely to be printed. Work will be resumed on Dent Peninsula, and the regional survey of Labuan and the Padas Valley, the only area not yet examined, will be started.



## PART III

### *Chapter 1: Geography and Climate*

THE Colony of North Borneo occupies the whole of the northern portion of the island of Borneo. Its immediate neighbours are Brunei, a state under British protection, Sarawak, a Crown Colony, and Kalimantan, or Indonesian Borneo.

The total area of the Colony is 29,388 square miles: North Borneo is thus roughly the size of Ireland. The South China Sea washes its western and the Sulu and Celebes Seas its eastern coast. The coastline measures altogether 800 to 900 miles.

The distances from Jesselton to towns in adjacent territories are approximately as follows: Manila 600 miles; Singapore 1,000 miles; Hong Kong 1,200 miles; and Port Darwin 1,500 miles.

The country contains central mountain ranges, from four to six thousand feet in height, rising somewhat sharply from ranges of low hills nearer the coast. These hills are traversed by valleys and occasional plains. The coast-line is formed mainly of alluvial flats with many creeks and swamps. Hills and valleys in most cases are covered with dense forest, and there are many rivers.

One of the chief geographical features of the country is the Crocker Range, a range of mountains stretching parallel with the coast from the Sarawak border in the south-western corner of the Colony to the Kinabalu massif. The average height of the range is between 2,500 and 3,000 feet and the mountains rise to over 4,000 feet along a central spine. The range culminates at its northern end in Mount Kinabalu (13,455 feet), the highest mountain in the Malay Archipelago and one of the finest mountains in South-East Asia. This lovely mountain, which is venerated by the natives as the resting place of the dead, may be seen from many parts of the Colony. Known on old charts as St. Peter's Mount, it was first climbed by a European in 1851 when Mr. (afterwards Sir Hugh) Low made the ascent from Tuaran.

Mount Trus Madi (8,500 feet), on the border of the Keningau and Tambunan districts, lies to the east of the Crocker Range and is the highest mountain in the country after Mount Kinabalu. The whole of the Interior between the Crocker Range and the Kalimantan border, with the exception of the Keningau and Tambunan plains, is mountainous and difficult of access.

On the East Coast, much of the terrain inland from Tawau and Lahad Datu is mountainous and almost entirely undeveloped. The valleys of the Segama and Kinabatangan rivers traverse, by contrast, for much of their length, a broad, heavily forested plain, interspersed with hills and crossed by numbers of rivers. There are



extensive areas of fertile volcanic soil in the Semporna peninsula and the alluvial soil in the Segama valley is suitable for the cultivation of high grade cigar wrapper leaf tobacco.

Between the Crocker Range and the sea on the west coast is an extensive and relatively heavily populated coastal plain, in which is cultivated the major part of the rubber and rice produced in the Colony. Inland from the coastal plain is the Tenom valley, which contains some of the best agricultural land on the West Coast. In the Interior are the Keningau and Tambunan plains through which runs the Pegalan river. The Keningau plain consists of wide stretches of scrub and grassland; the Tambunan plain, on the other hand, is intensely cultivated and contains at least 4,000 acres of irrigated padi land.

Rivers are numerous throughout the country and are of considerable importance, constituting as they do the only means of communication in some districts. The longest river is the Kinabatangan, which, rising in the Wittu Range in the Interior, follows a course of 350 miles before reaching the sea between Sandakan and Tambisan. The river is navigable by large launches as far as Lamag and well beyond that point by smaller launches and shallow-draught craft powered by outboard engines. The Segama river is navigable for about sixty miles. The other main rivers flowing out to the East Coast are the Sugut and the Labuk. The rivers on the West Coast are shorter and swifter flowing. The longest of them is the Padas, which is navigable by small launches as far as Beaufort. The Padas has cut a deep and scenic gorge through the hills of the Crocker Range, and it is through this that the railway passes to connect Beaufort and Tenom. The Tagul river, which has its headwaters near the Indonesian border, flows through Pensiangan district into Kalimantan, where it is known as the Sembakong.

The main harbour on the West Coast is at the island of Labuan, which lies to the north of Brunei Bay. Further north Jesselton, the capital of the Colony, has a good, well-sheltered harbour for vessels of moderate size, which take away the bulk of the rubber produced on the West Coast. At the most northerly point of the Colony is Marudu Bay, a former stronghold of Illanun pirates. On its western shore, eleven miles from the entrance, is Kudat harbour. About midway down the East Coast is the magnificent harbour of Sandakan, the approach to which is marred to some extent by a bar. The entrance is a mile and a quarter wide, and the bay, which is fifteen miles in length, gradually increases to a width of five miles. Sandakan, a former capital of the old State of British North Borneo and the largest town in the Colony, is built on the northern shore about a mile from the entrance. Other harbours are Lahad Datu, further down the East Coast, and Cowie Harbour with its port of Tawau.



The population of the principal towns is given on page 19 under Chapter I of Part II.

The climate of North Borneo is tropical, but on the whole equable. On the coast, day temperatures vary from 74°F. in the early morning to 88° at mid-day, and only on exceptionally hot days to 93° or 94°. Night temperatures are in the region of 72° and in most places comparatively cool nights occur.

Annual rainfall varies from sixty inches to 160 inches depending on the locality. The difference in regional rainfall characteristics and its seasonal variations are caused by the prevailing winds. The north-east monsoon begins in October or early November and lasts until March or April and the south-west monsoon prevails from the beginning of May until August. Between the monsoons there are periods of indeterminate winds lasting about six weeks. The highest rainfall is in the south-west (Beaufort and Labuan) and the lowest and most evenly distributed rainfall is in the Interior (Tenom, Keningau and Tambunan) and at Tawau in the south-east corner of the Colony. On the West Coast the wetter season occurs during the south-west monsoon and during the interim periods, while on the East Coast the heaviest rainfall is during the north-east monsoon. The typhoon belt passes just north of the Colony, so typhoons are unknown, although severe rainstorms accompanied by high winds are not infrequent.







CLIMATOLOGICAL SUMMARY YEAR, 1960

STATION: LABUAN (AIRPORT)

HEIGHT OF STATION: 99 FEET AMSL, LATITUDE 5° 17'N LONGITUDE 115° 16'E.

| Month                   | Mean 0800 hrs.<br>air pressure at MSL. | AIR TEMPERATURE IN DEGREES FAHRENHEIT |              |               |              |       |             | RAINFALL<br>IN INCHES |                  |      | NUMBER OF DAYS |              |               |      |      | BRIGHT<br>SUNSHINE |                          | EARTH<br>TEMP. °F |        |
|-------------------------|--|---------------------------------------|--------------|---------------|--------------|-------|-------------|-----------------------|------------------|------|----------------|--------------|---------------|------|------|--------------------|--------------------------|-------------------|--------|
|                         |  | ABSOLUTE EXTREMES                     |              |               |              |       |             | Total<br>Inches       | Most in<br>a day | Date | Precipitation  | Thunderstorm | Thunder heard | Fog  | Gale | Total<br>Hours     | Daily<br>Mean<br>(hours) | 1 foot            | 4 feet |
|                         |  |                                       |              |               |              |       |             |                       |                  |      |                |              |               |      |      |                    |                          |                   |        |
|                         |  |                                       |              |               |              |       |             |                       |                  |      |                |              |               |      |      |                    |                          |                   |        |
|                         |  | Maximum<br>A                          | Minimum<br>B | Mean of A & B | Highest Max. | Date  | Lowest Min. | Date                  | Lowest Max.      | Date | Highest Min.   | Date         |               |      |      |                    |                          |                   |        |
| Jan.                    | 1011.4                                 | 86.0                                  | 76.9         | 81.5          | 89.9         | 14    | 74.4        | 5                     | 82.1             | 31   | 80.0           | 17           | 7.31          | 3.51 | 4    | 14                 | —                        | 7                 | 84.5   |
| Feb.                    | 1011.7                                 | 85.1                                  | 76.3         | 80.7          | 86.9         | 18    | 73.1        | 25                    | 83.1             | 27   | 78.9           | 17           | 7.12          | 2.21 | 12   | 12                 | 1                        | 3                 | 84.1   |
| Mar.                    | 1010.3                                 | 87.7                                  | 77.3         | 82.5          | 90.8         | 29    | 74.5        | 7                     | 85.1             | 8,11 | 79.8           | 29           | 2.28          | 1.24 | 6    | 9                  | 3                        | 8                 | 85.0   |
| Apr.                    | 1010.1                                 | 88.9                                  | 77.6         | 83.3          | 91.0         | 29    | 73.2        | 2                     | 87.6             | 11   | 80.2           | 24           | 13.30         | 4.31 | 15   | 19                 | 4                        | 13                | 85.9   |
| May                     | 1009.7                                 | 88.4                                  | 76.9         | 82.7          | 90.2         | 2,30  | 73.7        | 12                    | 81.6             | 22   | 80.7           | 30           | 14.06         | 1.94 | 11   | 24                 | 4                        | 10                | 86.2   |
| June                    | 1009.8                                 | 87.7                                  | 77.2         | 82.5          | 91.5         | 8     | 73.6        | 18                    | 80.9             | 22   | 81.9           | 8            | 9.80          | 3.63 | 10   | 18                 | 1                        | 5                 | 85.2   |
| July                    | 1009.6                                 | 87.5                                  | 76.3         | 81.9          | 94.0         | 18    | 71.1        | 19                    | 82.9             | 21   | 79.6           | 28           | 16.40         | 2.49 | 21   | 19                 | 5                        | 14                | 85.0   |
| Aug.                    | 1009.5                                 | 89.0                                  | 78.2         | 83.6          | 93.3         | 22    | 73.0        | 30                    | 85.5             | 30   | 81.0           | 14           | 7.55          | 4.14 | 26   | 10                 | 4                        | 9                 | 85.4   |
| Sept.                   | 1009.8                                 | 87.1                                  | 76.1         | 81.6          | 91.0         | 6     | 72.8        | 17,27                 | 81.4             | 10   | 80.0           | 6            | 18.32         | 3.60 | 9    | 21                 | 4                        | 7                 | 84.9   |
| Oct.                    | 1011.2                                 | 87.8                                  | 76.8         | 82.3          | 89.9         | 30    | 72.5        | 3                     | 84.8             | 12   | 80.2           | 17           | 5.95          | 1.18 | 18   | 20                 | 3                        | 8                 | 84.7   |
| Nov.                    | 1011.1                                 | 87.0                                  | 76.1         | 81.5          | 89.3         | 10    | 73.5        | 24                    | 83.2             | 22   | 78.1           | 7,23         | 13.34         | 2.29 | 8    | 25                 | —                        | 4                 | 84.8   |
| Dec.                    | 1011.1                                 | 87.5                                  | 77.1         | 82.3          | 90.5         | 22,25 | 73.4        | 30                    | 82.6             | 30   | 80.7           | 21           | 9.71          | 2.55 | 29   | 14                 | 4                        | 11                | 85.0   |
| Total                   | —                                      | —                                     | —            | —             | —            | —     | —           | —                     | —                | —    | —              | —            | 125.14        | —    | —    | 205                | 33                       | 99                | —      |
| Means<br>or<br>Extremes | 1010.4                                 | 87.5                                  | 76.9         | 82.2          | 94.0         | —     | 71.1        | —                     | 80.9             | —    | 81.9           | —            | —             | 4.31 | —    | —                  | —                        | —                 | —      |
|                         |  |                                       |              |               |              |       |             |                       |                  |      |                |              |               |      |      | 217.90             | 7.14                     | 84.0              | 85.1   |



CLIMATOLOGICAL SUMMARY YEAR, 1960

STATION: SANDAKAN (AIRPORT)

HEIGHT OF STATION: 39 FEET AMSL. LATITUDE 5° 54'N LONGITUDE 118° 04'E.

| Month             | AIR TEMPERATURE IN DEGREES FAHRENHEIT |         |              |               |             |             |             |             |              |              | RAINFALL IN INCHES |               | NUMBER OF DAYS |              |               |     |      | BRIGHT SUNSHINE |                    | EARTH TEMP. °F |        |      |      |      |
|-------------------|---------------------------------------|---------|--------------|---------------|-------------|-------------|-------------|-------------|--------------|--------------|--------------------|---------------|----------------|--------------|---------------|-----|------|-----------------|--------------------|----------------|--------|------|------|------|
|                   | ABSOLUTE EXTREMES                     |         |              |               |             |             |             |             |              |              | Total Inches       | MOST IN A DAY | Precipitation  | Thunderstorm | Thunder heard | Fog | Gale | Total Hours     | Daily Mean (hours) | 1 foot         | 4 feet |      |      |      |
|                   |                                       |         |              |               |             |             |             |             |              |              |                    |               |                |              |               |     |      |                 |                    |                |        |      |      |      |
|                   |                                       |         |              |               |             |             |             |             |              |              |                    |               |                |              |               |     |      |                 |                    |                |        |      |      |      |
|                   | MEANS OF                              |         | Highest Max. |               | Lowest Min. |             | Lowest Max. |             | Highest Min. |              |                    |               |                |              |               |     |      |                 |                    |                |        | Date |      |      |
| A                 | B                                     | Minimum | Maximum      | Mean of A & B | Date        | Lowest Min. | Date        | Lowest Max. | Date         | Highest Min. | Date               |               |                |              |               |     |      |                 |                    |                |        |      |      |      |
|                   | Mean 0800 hrs. air pressure at MSL.   |         |              |               |             |             |             |             |              |              |                    |               |                |              |               |     |      |                 |                    |                |        |      |      |      |
| Jan.              | 1011.1                                | 84.7    | 74.4         | 79.5          | 90.3        | 2           | 70.4        | 1           | 77.6         | 25           | 78.6               | 18            | 16.35          | 4.49         | 19            | 24  | 3    | 6               | 3                  | —              | 152.80 | 4.93 | 83.7 |      |
| Feb.              | 1011.3                                | 84.5    | 73.8         | 79.1          | 88.8        | 25          | 70.8        | 29          | 79.0         | 23           | 78.0               | 15            | 11.26          | 2.39         | 23            | 20  | 3    | 6               | 3                  | —              | 132.40 | 4.57 | 82.7 |      |
| Mar.              | 1011.2                                | 86.9    | 73.1         | 80.0          | 91.8        | 31          | 70.3        | 8           | 84.8         | 25,27        | 75.7               | 25            | 4.29           | 2.17         | 25            | 14  | —    | 6               | 2                  | —              | 245.80 | 7.93 | 84.5 |      |
| Apr.              | 1010.1                                | 88.3    | 74.0         | 81.1          | 91.9        | 30          | 71.7        | 21          | 84.6         | 20           | 75.7               | 25            | 4.91           | 1.56         | 24            | 14  | 1    | 15              | 2                  | —              | 222.00 | 7.40 | 87.3 |      |
| May               | 1009.6                                | 89.8    | 74.2         | 82.0          | 93.8        | 30          | 72.3        | 19,27       | 86.6         | 21           | 77.3               | 30            | 3.98           | 1.44         | 20            | 15  | 4    | 11              | 2                  | —              | 243.55 | 7.86 | 86.1 |      |
| June              | 1009.8                                | 89.8    | 73.7         | 81.7          | 93.4        | 8           | 70.6        | 29          | 82.2         | 25           | 77.3               | 1             | 7.60           | 1.32         | 16            | 16  | 7    | 17              | 2                  | —              | 188.35 | 6.28 | 86.2 |      |
| July              | 1009.5                                | 89.0    | 73.0         | 81.0          | 91.3        | 12          | 70.9        | 27          | 84.5         | 1            | 75.6               | 30            | 6.10           | 1.59         | 7             | 10  | 3    | 16              | 4                  | —              | 228.55 | 7.37 | 84.5 |      |
| Aug.              | 1009.3                                | 90.4    | 73.2         | 81.8          | 93.3        | 11          | 70.3        | 11,17       | 85.2         | 28           | 77.0               | 8             | 9.84           | 1.44         | 2             | 15  | 9    | 27              | 1                  | —              | 236.55 | 7.63 | 86.2 |      |
| Sept.             | 1009.7                                | 88.3    | 72.8         | 80.5          | 91.6        | 18          | 70.4        | 21          | 82.6         | 4            | 75.0               | 18            | 12.92          | 3.62         | 21            | 16  | 7    | 17              | 2                  | —              | 153.40 | 5.11 | 86.6 |      |
| Oct.              | 1010.8                                | 88.5    | 73.1         | 80.8          | 92.4        | 9           | 71.0        | 7           | 81.9         | 30           | 75.7               | 10            | 15.19          | 2.44         | 15            | 19  | 9    | 16              | 4                  | —              | 197.15 | 6.36 | 85.4 |      |
| Nov.              | 1010.9                                | 86.3    | 73.0         | 79.7          | 90.4        | 9           | 70.7        | 26          | 81.6         | 5            | 74.7               | 5             | 15.87          | 3.80         | 5             | 24  | 2    | 6               | 6                  | —              | 163.55 | 5.45 | 85.6 |      |
| Dec.              | 1011.4                                | 85.1    | 72.3         | 78.7          | 88.7        | 12          | 68.8        | 18          | 79.8         | 9            | 75.0               | 29            | 18.91          | 4.80         | 31            | 24  | —    | 4               | 5                  | —              | 162.10 | 5.23 | 84.4 |      |
| Total             | —                                     | —       | —            | —             | —           | —           | —           | —           | —            | —            | —                  | —             | 127.22         | —            | —             | 211 | 48   | 147             | 36                 | —              | —      | —    | —    | 83.4 |
| Means or Extremes | 1010.4                                | 87.6    | 73.4         | 80.5          | 93.8        | —           | 68.8        | —           | 77.6         | —            | 78.6               | —             | —              | 4.80         | —             | —   | —    | —               | —                  | —              | 193.85 | 6.34 | 83.7 | 85.5 |



## Chapter 2: History

So far, we know little of the pre-history of North Borneo. But recent indications and small-scale excavations made with the co-operation of the Sarawak Museum suggest that the very rich stone-age finds of the Niah Caves and elsewhere in our neighbour territory may well be duplicated here, when thorough research is possible. There are indications of mesolithic or middle stone-age occupation on a small scale in the Guomintan Caves and in small caves far inland towards the Indonesian border. The earliest stone tool so far from North Borneo probably dates about 6,000 B.C.

In the last stone-age, the neolithic, there was evidently widespread activity in North Borneo, so that evidences appear even superficially on the ground. Several interesting neolithic tools have been collected in the lower Padas and quite a number were obtained from Dusuns and Bajaus keeping them as charms in the Kota Belud district. These latter are now in the I. H. N. Evans collection in the Museum of Archaeology, University of Cambridge.

The first systematic excavation in North Borneo was conducted on Pulau Burong off Labuan during 1960. A tiny cave on this small islet—which was being blasted to provide limestone fill for the extended Labuan runway—produced the first documented proof of Niah parallels. Some fine neolithic coloured pottery, a splendid stone quern, a highly polished adze and human remains have been properly identified. Subsequently, a test excavation on nearby Eno Island indicated further prehistoric material there.

Within the Christian era, there are again indications that the tremendously rich trade with China and Indo China, which swept down into western Borneo from at least the 7th century onward, was also powerful in the north. Sung and Ming pottery has now been proved on Eno and some Sung fragments on a hill near Kuala Abai. Since Kota Batu, the ancient capital of Brunei was a major centre of this trade until the arrival of European influences in the middle of the 16th century, it is probable that further research, especially in the area Beaufort—Weston—Menggallon, may be rewarding at a later date.

Magellan's fleet calling at Brunei in 1521 after the death of Magellan in the Philippines may, for historical purposes, be said to have "discovered" Borneo.

The Chinese commander Cheng-Ho evidently led expeditions that called at the island during the reign of the Ming ruler Yung Lo (A.D. 1403-1424). A writer in the 'North Borneo Herald' of 1st May, 1895, discussing early Chinese contact with Borneo, concludes



that it was likely that a Chinese had held high office in North Borneo within the three preceeding centuries. He goes on to suggest that the truculence of the North Borneo pirates during the 18th and 19th centuries was traceable to a liberal infusion of Hokkien blood! Whatever the nature of early Chinese contacts with Borneo, they were considerably affected by the arrival in the East Indian archipelago of the Europeans in the 16th century: Portuguese, Spanish, Dutch and English successively were active from this time. Portuguese and Dutch trading policy, by which all produce connected with the China trade was directed through their own depots at Malacca and Batavia, put an end to the junk traffic between China and Borneo that is known to have flourished for a long period, and, indeed, to direct contact with China. This interruption in legitimate trade probably stimulated the rise of the pirates who were to terrorise the northern coasts of the island until nearly the end of the 19th century.

After Magellan's fleet had called at Brunei the Portuguese under Jorge de Menezes paid a visit to Brunei in 1526. The influence of the Portuguese, however, never reached any substantial degree; and in due course they were driven out of the archipelago and conducted their trading from Macao. According to Hunt\*, the Portuguese established stone forts at Brunei and Labuan, though at the time that he wrote (1812) they had already become ruins. In the 17th century what is now the territory of the Colony of North Borneo fell largely within the kingdom of Brunei. Civil disturbances later compelled the Sultan to seek the aid of the ruler of Sulu and it is believed that ultimately he ceded to the latter all the territory from the Kimanis river on the north-west coast to the Straits of Macassar on the east of the island. When Sir William Draper captured Manila in 1763 he was able to release the reigning Sultan of Sulu, then a prisoner of the Spanish. As a *quid pro quo* the Sultan ceded to the East India Company all of the territory obtained from the Sultan of Brunei. Shortly afterwards (in 1773) the Company opened a station at Balembangan, an island to the north of Marudu Bay. The Company was badly in need of a base for its trade with China, but the choice of Balembangan proved unfortunate, the island being both unhealthy and menaced by pirates. The settlement was attacked and pillaged by Sulus and Illanuns in 1775 and the garrison forced to flee to Brunei. In 1803 the Company again attempted to establish a base at Balembangan, but the station was closed finally in the following year together with another factory at Brunei.

Until James Brooke visited Borneo some forty years later no further attempts were made at colonisation by Europeans. The East India Company having withdrawn its interest the Sultans

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\*Sketch of Borneo by J. Hunt: Appendix V in Expedition to Borneo of H.M.S. "Dido", London, 1847.



of Brunei and Sulu once again exercised control over the northern part of the island—a control which was, however, largely nominal. The collection of revenue was farmed out to natives of rank: this, as might be expected, resulted merely in the appointed farmers plundering the inhabitants to their own advantage. Amongst the tribes settled along the coast there was a loose system of Islamic law: in the Interior primitive native peoples practised head-hunting and had little contact with any form of civilization.

The most notorious of the pirates to infest the waters of North Borneo were the Illanuns, the Balagnini and the Bajaus, who came principally from the Sulu Islands in the southern Philippines. The vessels in which they undertook their expeditions were large and heavily armed, sometimes cruising in fleets of as many as 200 sail. Their operational area was extensive, covering the coast of the Philippine Islands, Borneo, the Celebes, Sumatra, Java and the Malay Peninsula and even reaching the Bay of Bengal. The pirates had settlements of considerable size at various points along the coastline of North Borneo, particularly in Marudu Bay and later at Tungku. The main object of the piratical raids was the capture of slaves, who could be seized in one country and sold in another. Brunei was at one time the chief slave market. In the Dusun villages of the west coast of North Borneo the pirates found a liberal supply of slaves, cattle and agricultural produce. Numbers of European vessels were attacked and sometimes they were seized and their crews carried off into slavery.

James Brooke reached Borneo (Sarawak) in August, 1839. Going to the assistance of Rajah Muda Hashim, the uncle of the reigning Sultan of Brunei, in the suppression of a rebellion of Land Dayaks and Malays, he received the cession of an area of land in the vicinity of Kuching. In September, 1841, he was installed as Rajah of this territory, which later was to be considerably augmented to become the State (and now of course the Crown Colony) of Sarawak. It is not generally realised that it was James Brooke who secured the suppression of piracy in North Borneo. He recognised from the beginning that the first step to be taken before settled Government could be introduced was to put an end to the activities of the pirates. Having obtained the services of the Royal Navy for the purposes of restoring order in Sarawak he secured its intervention in the suppression of piracy in North Borneo. In 1845 a successful action was carried out against pirates at Langkon in Marudu Bay and in 1846 there was a further naval action in the Membakut river. These steps, and the occupation of Labuan in 1847, initially had a salutary effect, but after some years the position again deteriorated, the Illanuns and Balagnini brazenly renewing their activity and establishing a major pirate base at Tungku on the east coast. By 1879 the pirates were again so active that H.M.S. *Kestrel* was





A Census Enumerator at work.

(Broadcasting and Information Department).







despatched to destroy Tungku. Only then was the pirate menace which had plagued the Borneo coasts for so many years finally ended. Small scale piracy may not, however, be considered to have been totally eradicated: the township of Semporna on the east coast was attacked and looted by raiders from the Philippines as late as March, 1954, and there have been a number of smaller incidents.

In 1846 the British flag was hoisted in Labuan by Captain Mundy commanding H.M.S. *Iris* and in 1847 a Treaty of Friendship and Commerce was concluded between the British Government and the Sultan of Brunei, who ceded the island of Labuan in perpetuity to the British Crown. The island became a Crown Colony under the Straits Settlements Government, but from 1890 until 1st January, 1906, was administered by the Government of North Borneo. James Brooke was appointed the first Governor of Labuan as well as Commissioner and Consul-General to the Sultan of Brunei. The modern history of North Borneo may be considered to date from the visit of H.M.S. *Iris*.

It was not many years before outside interest in the country was once again evidenced. In 1865 a company was formed in Hong Kong of American and Chinese interests known as the American Trading Company of Borneo, which later acquired concessions from the Sultan of Brunei and founded a colony at Kimanis. For various reasons the venture proved unprofitable and the settlement was soon abandoned. A monument marking the grave of one of the representatives of the Company may still be seen on Kimanis estate.

The names of William Cowie and Baron Overbeck are closely associated with the founding of the British North Borneo (Chartered) Company and of the regime which continued up to the Japanese invasion in 1942, although, as a matter of fact, neither of them took any part in the actual inauguration of the Company. Cowie was on close terms with the Sultan of Sulu, whom he supplied with arms, and in the early 1870's he managed to obtain the latter's permission to establish a depot in Sandakan Bay. In spite, however, of Sandakan's favourable position in relation to the Philippines, Cowie's Labuan Trading Company did not prosper. Later Cowie had a meeting in Hong Kong with Torrey, the only survivor of the American Trading Company. Both men were keenly interested in developing North Borneo. At the same time Baron Overbeck, then Austrian Consul-General in Hong Kong, also expressed interest in North Borneo and associated himself with Cowie and Torrey. Baron Overbeck was backed by Alfred Dent and his brother, businessmen with connections in London and the Far East. In 1878 after protracted negotiations with the Sultans of Brunei and Sulu the Baron succeeded in obtaining for the party the cession of a large area of North Borneo in return



for certain annual payments. Baron Overbeck shortly afterwards sold his interest to the Dent brothers and retired to Europe. Cowie in due course became the Managing Director (in London) of the British North Borneo (Chartered) Company and later, in 1909, became the Chairman of the Company in succession to Sir Charles Jessel.

Following the grant of the territory immediate steps were taken to establish the rudiments of government. William Pryer,\* who is credited with being the founder of Sandakan, was put in charge of the settlement there, which in 1879 he moved to its present site at the entrance to the bay. Stations were opened at Tempasuk (Kota Belud) and Papar. A Limited Provisional Association was then formed and a petition was addressed to the Secretary of State for the Colonies in London which sought the grant of a Royal Charter. A Charter was granted on 1st November, 1881, by Mr. Gladstone's Liberal Government to the "North Borneo Provisional Association Limited", which provided *inter alia* that the Company should always be British and that it should undertake to abolish slavery, to administer justice with due regard to native customs and laws, and not to interfere with the religion of the inhabitants. It prohibited the transfer of the grants and concessions without the authority of the Secretary of State, forbade the grant of any general monopoly of trade, and invested the Secretary of State with certain powers of supervision, including the approval of the appointment of the Company's Governor. In May, 1882, the British North Borneo (Chartered) Company was formed; and in May, 1888, the State, together with Brunei and Sarawak, became a British Protectorate.

Consequent upon the grant of the Charter and the creation of conditions for the establishment of ordered government, fairly rapid and satisfactory progress was achieved. The Court of Directors in London was a body of wellknown and influential men, and the capital of the Company was substantial (£2 million). Mr. (afterwards Sir) William Hood Treacher was seconded by the British Government as the first Governor of the State of North Borneo. It was decided initially that the Company should remain an administrative body and should not participate directly in trade; this decision was, however, modified later when the Government commenced to take an active part in the development of the country by investing capital in certain local enterprises. To attract capital and settlers into the new country very favourable terms were offered. Active steps were taken to secure Chinese immigration to supply the labour that was a prerequisite of development and very early on large numbers of Chinese began to pour in, both from the mainland of China and from Singapore. The measures taken were not as successful as was hoped would

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\* William Pryer, the founder of Sandakan: Journal Malayan Branch  
Royal Asiatic Society (Vol. XXVII, Part I, page 35)



be the case, for the labour market became overcrowded and numbers of disillusioned immigrants had to make their way back to China. Nevertheless communities were established at Kudat and Sandakan which still thrive today.

The country possessed three main attractions: its timber, its reputed minerals and its land. The timber trade has now grown to be the second of the Colony's industries, while the much sought after minerals, with the exception of deposits of coal, have never been exploited. The land has proved the most valuable asset. There was considerable speculation in the early days of the Chartered Company concerning the most suitable crops for cultivation; sugar, coffee, coconuts, tobacco, ramie and cocoa were all tried. By 1889 no less than seventy-eight companies had taken up land, nearly all for tobacco cultivation. Tobacco, although initially far and away the most important form of cultivation, did not prove a permanent crop, today there is only one company planting tobacco in North Borneo (though the wrapper leaf that it produces is of world-wide reputation). The tobacco boom, however, set the new State upon its feet and assisted in opening up the country about which very little was then known.

In due course new stations were opened at Gaya, Silam, Kudat (the capital until 1884), Tawau, Penungah and Semporna, and later at Keningau, Tenom and Beaufort. Various enclaves of territory not included in the territory acquired initially were absorbed over a number of years to knit the State into a compact whole of about 29,400 square miles (the area of the present Colony). A few of the additions were the result of punitive expeditions that the Company was compelled to undertake. The last enclave to be acquired was the Membakut district, which was ceded by an independent chief in 1902.

In 1894 it was suggested, as a result of an economic set-back experienced after the subsidence of the tobacco boom, that North Borneo should be federated with Sarawak; but this proposal, although strongly supported by Lord Brassey, who had visited North Borneo in 1887, was rejected by the Company's shareholders. Economically the country went slowly ahead. Capital started to flow in and the immigrant population (principally Chinese) gradually increased. In 1897 a telegraph line from Labuan to Sandakan was completed. A metre-gauge railway to run from Weston to Beaufort was begun in the same year, being opened to traffic in 1898 and completed in 1900. Extensions from Beaufort to Jesselton on the West Coast and to Melalap in the Interior were then commenced, and were finally taken over from the contractors in 1905. The railway opened up the West Coast. Although there is now air connection with Keningau, the railway continues to carry supplies to, and exports from, much of the West Coast and the Interior. The railway proved its value at the time of the rubber boom in the early nineteen hundreds; it ran through miles of land



eminently suited for rubber cultivation which the Chartered Company by offering absurdly attractive terms was able to dispose of to a number of companies and smallholders. Today it is estimated that there are more than 125,000 acres of rubber under cultivation in the Colony, the greater part being on the west coast and in the Interior.

Apart from a number of minor set-backs—including the insurrection of Mat Salleh in the years 1894-1900 and the Rundum rebellion in 1915—the Chartered Company was able to achieve creditable, although somewhat slow, progress. The first world war did not directly affect the State, which had, however, its share of the world slump of 1931. When the second world war broke out the Company was unable to point to any marked development such as characterised Singapore, Malaya or Hong Kong; but it could look with justifiable satisfaction upon an ordered system of government and a populace well contented under its administration. Sandakan was the permanent seat of Government and the centre of commerce; Jesselton, Beaufort, Tawau and Kudat were small but prosperous towns. Rubber was the industry upon which the economy of the State rested. There were few roads and no air connections with the outside world. This peaceful state of affairs was changed abruptly by the war.

In January, 1942, North Borneo was invaded by Japanese naval and military forces. For over three and a half years the country remained under enemy occupation until final liberation by units of the Ninth Australian Division, who landed in Labuan on 10th June, 1945. The behaviour of the population during this period was exemplary, and many paid for their loyalty with their lives. The British Military Administration, which contained a few former Chartered Company senior officers, found the Colony in a state of appalling devastation. Many towns had been completely destroyed or badly damaged by fire or bombing, and many of the inhabitants massacred, among them a large number of Government servants. The Military Administration continued until 15th July, 1946, when North Borneo became a Crown Colony and civil Government was resumed. On the same date Labuan was incorporated into the new Colony.

The almost total destruction during the war period of the progress made by the Chartered Company in its sixty years of administration was a severe handicap to the new post-war government. Quite apart from the wholesale devastation which was the war's principal legacy, it was found that the greater part of all pre-war official records had been destroyed. The emphasis in the immediate post-war period had necessarily, therefore, to be on rehabilitation.

There are four factors with which the post-war Government has been most concerned; firstly, rehabilitation and reconstruction;



secondly, economic development; thirdly, the extension of social services; fourthly, the association of the local population in the work of Government. Reconstruction and development have marched hand in hand. A reconstruction and development plan for the years 1948-1955 was adopted in 1948 and in 1955 a further development plan for the years 1956-1960 was approved. This plan was substantially modified in 1956. There has been much progress in the field of social services. In 1950 a new Constitution came into being, which provides for the establishment of Executive and Legislative Councils. These Councils were inaugurated in October, 1950. In recent years considerable progress has been made in the field of local Government. Town Boards have been constituted in the major towns of the Colony with unofficial majorities and with control over their own finances and local authorities, recently renamed District Councils, are playing an ever increasingly important part in the Government of rural areas.

#### LIST OF IMPORTANT DATES IN THE HISTORY OF NORTH BORNEO

- |            |     |  |
|------------|-----|--|
| 1521       | ... | Magellan's fleet visited Brunei.   |
| 1763       | ... | Sultan Amir of Sulu ceded his possessions in Borneo to the East India Co. The Company's flag hoisted at Balembangan.                                     |
| 1773       | ... | Settlement opened by the East India Company at Balembangan.  |
| 1775       | ... | Settlement at Balembangan attacked by Sulus and abandoned.   |
| 1803       | ... | Settlement at Balembangan re-opened.   |
| 1804       | ... | Settlement at Balembangan closed.  |
| 19/8/1845  | ... | Naval engagement at Marudu against Sherip Osman.   |
| 24/12/1846 | ... | Captain Mundy commanding H.M.S. <i>Iris</i> hoisted British flag at Labuan, the Sultan of Brunei having ceded the island in perpetuity to Great Britain. |
| 1865       | ... | The Sultan of Brunei ceded west coast of North Borneo to the American Trading Company. American settlement established at Kimanis.                       |
| 1875       | ... | Concessions formerly given to American Trading Company acquired by Baron Overbeck (Austrian Consul-General at Hong Kong).                                |
| 1877       | ... | Baron Overbeck secured the backing of Alfred Dent, a British businessman.  |



- 19/12/1877 ... The Sultan of Brunei and Pengiran Temong-gong ceded possessions in North Borneo to Baron Overbeck and Alfred Dent.
- 22/1/1878 ... The Sultan of Sulu ceded east coast possessions to Baron Overbeck and Alfred Dent.
- 11/2/1878 ... W. B. Pryer put in charge of settlement at Sandakan. W. Pretyman and W. L. Leicester established at Tempasuk and Papar respectively in the same month.
- 21/6/1879 ... Sandakan (Elopura) founded.
- 1/11/1881 ... The British North Borneo (Chartered) Company incorporated by Royal Charter and authorised to acquire cessions from the British North Borneo Provisional Association. (Charter Day).
- 17/12/1881 ... Kudat founded (the capital of the State until 1884).
- 1/7/1882 ... The British North Borneo (Chartered) Company took over formally from the British North Borneo Provisional Association.
- 1882 ... Settlement established at Gaya. First rubber seeds reached North Borneo.
- 4/4/1883 ... First Hakka immigrants to reach North Borneo arrived at Kudat.
- 1883 ... Advisory Council constituted (lapsed in 1905).
- 1885 ... First timber shipped to Australia and first tobacco marketed in Europe.
- 1887 ... First school established (Roman Catholic Mission, Sandakan).
- 12/5/1888 ... North Borneo became a British Protectorate.
- 1888 ... Protestant Mission school opened at Sandakan. Planters' Association formed.
- 1894 ... Construction of cross-country telegraph (Labuan to Sandakan) commenced.
- 1894-1900 ... Mat Salleh rebellion.
- 1896 ... Railway construction began.
- 8/4/1897 ... Telegraphic communication established between Sandakan and London.
- 9/7/1897 ... Settlement at Gaya raided by Mat Salleh.



- 4/1/1898 ... Beaufort town site named.
- 1898 ... Tawau founded.
- 1899 ... Jesselton founded.
- 31/1/1900 ... Mat Salleh killed.
- 1900 ... Beaufort-Weston section of the railway opened to traffic.
- 1901 ... Kota Belud founded.
- 1905 ... Railway extended to Jesselton and Tenom.
- 1906 ... First export of coal from Silimpopon mines.
- 1912 ... Legislative Council formed with seven official and five unofficial members.
- 7/12/1913 ... Northern Chinese settlers arrived at Jesselton.
- 1915 ... Rundum rebellion.
- 1921 ... First Government vernacular schools opened, at Kota Belud and Papar.
- 1935 ... Native Chiefs Advisory Council established.
- 1936 ... The Tawau and Sandakan, and Interior and West Coast Residencies amalgamated.
- 1/1/1942 ... North Borneo invaded by Japanese forces.
- 9/1/1942 ... Jesselton occupied by the Japanese.
- 19/1/1942 ... Sandakan occupied by the Japanese.
- 12/5/1942 ... West Coast Europeans interned.
- 1943 ... Kwok rebellion on the West Coast.
- 21/1/1944 ... Mass execution at Petagas, Jesselton by the Japanese in reprisal for Kwok rebellion.
- 10/6/1945 ... Forces of the Ninth Australian Division landed at Labuan.
- 28/9/1945 ... Allied forces entered Jesselton.
- 19/10/1945 ... Allied forces entered Sandakan.
- 15/7/1946 ... British Military Administration ended. North Borneo (including Labuan) became a Crown Colony.
- 26/6/1948 ... Jurisdiction over the Turtle Islands transferred to the Philippine Government.
- 1950 ... Executive and Legislative Councils established.
- 1/11/1954 ... Tawau Residency re-established.
- 3/10/1955 ... Interior Residency re-established with headquarters at Keningau.
- 1/9/1956 ... Labuan constituted a Free Port.



### Chapter 3: Administration

THE North Borneo Letters Patent, 1946 to 1955, provide for the constitution of the office of Governor and Commander-in-Chief, the establishment of an Executive Council to be appointed in accordance with Royal Instructions and the establishment of a Legislative Council by Order in Council. In accordance with the North Borneo Royal Instructions and the North Borneo (Legislative Council) Orders in Council, Executive and Legislative Councils were established in October, 1950; these Councils superseded the Advisory Council with the aid of which the Governor had administered the Colony since the 15th July, 1946.

During 1960 the Royal Instructions and Orders in Council were amended to provide for an unofficial majority in the Legislative Council and an increase in unofficial membership of the Executive Council while official membership was decreased. These Instruments, which came into force on the 10th September, 1960, provide that the Executive Council shall consist of the Governor as President, four *ex-officio* members, namely the Chief Secretary, the Attorney-General, the Financial Secretary and the Secretary for Local Government, one official member, and five nominated members.

The Executive Council is consulted by the Governor on all questions of importance. The Legislative Council consists of the Governor as President, four *ex-officio* members, namely the Chief Secretary, the Attorney-General, the Financial Secretary and the Secretary for Local Government, three official members, and twelve nominated members. The nominated members of the Legislative Council are appointed by the Governor who normally makes selections for ten of the seats from a panel of names put forward by a number of representative bodies including Residency Teams.

The names of the members of the Executive and Legislative Councils as at the end of 1960 are given at Appendix XV. During the year there were nineteen meetings of the Executive Council and the Legislative Council met on four occasions. The Governor, with the advice of the Legislative Council and subject to the provisions of the Order in Council establishing it, may make laws for the peace, order and good government of the Colony. All questions proposed for decision in the Council are determined by a majority of the votes of the members present and voting, the President or member presiding having an original vote and, in the event of votes being equally divided, a casting vote.



The North Borneo Subsidiary Branch of the Commonwealth Parliamentary Association, which was formed in September, 1952, and is affiliated to the United Kingdom Branch, applied at the end of 1960 to be an Affiliated Branch of the Commonwealth Parliamentary Association, for which status it had become eligible by virtue of the constitutional amendments creating an unofficial majority. Ordinary life membership is restricted to serving members of the Legislative Council, but ex-members of the Council may, on notification to the Executive Council of the Branch, become life or ordinary associates on payment of the appropriate subscription. At the end of the year, the Branch had eight life members, twelve ordinary members, twenty-four life associates, and one ordinary associate.

The day-to-day administration of the Colony is carried out by departments under the general direction of the Chief Secretary, the principal executive officer of Government, from the Secretariat in Jesselton. The Attorney-General is head of the legal branch and financial administration is in the hands of the Financial Secretary. The Accountant-General is responsible for the public accounts.

For local administration the Colony is divided into four Residencies: West Coast, Interior, Sandakan and Tawau with headquarters at Jesselton, Keningau, Sandakan and Tawau respectively. The headquarters of the Interior Residency (which was formerly known as the Labuan and Interior Residency) were moved from Labuan to Keningau in October 1955. The Island of Labuan is now administered by a District Officer who is responsible direct to the Chief Secretary, Jesselton. District Officers are stationed at Sandakan, Tawau and Lahad Datu on the East Coast; at Jesselton, Tuaran, Kota Belud, Kudat and Papar on the West Coast; and at Tenom and Beaufort in the Interior Residency. There are also a number of sub-districts administered by Assistant District Officers. The first local-born Administrative Officer was appointed in 1957 and the second was promoted in 1960. With these exceptions all District Officers are expatriate officers although the majority of Assistant District Officers are locally recruited.

Within each district, village headmen carry on administration under Native Chiefs who in turn are responsible to the District Officer. These Chiefs preside over Native Courts which deal with offences against native customs and succession to native estates. The Courts held by District Officers in their magisterial capacity are concerned with normal civil actions, breaches of the laws of the Colony and offences against the Penal Code. In addition to their other duties District Officers and Assistant District Officers are Assistant Collectors of Land Revenue and Assistant Commissioners of Labour.



The Rural Government Ordinance Cap. 132, enacted in 1951, provides for the establishment of Local Authorities in rural areas. Wide powers are conferred upon these Authorities (now called District Councils) which have control over their own finances and levy cesses and make by-laws for such purposes as the improvement of agriculture and animal husbandry, the control of buildings, the provision and maintenance of markets and the safeguarding and promotion of public health. The first District Council was established in Kota Belud on 1st January 1952 under the presidency of the District Officer with the Assistant District Officer, who is a native of the district, as Deputy President. As from 1st July 1954 the Township of Kota Belud, which has a Chinese population, was incorporated into the District Council area. At the same time several Chinese, representing township interests, were appointed as members of the District Council which had until then been composed entirely of native members. The second District Council was established at Sipitang on 1st January 1955 and this was extended to cover the whole district on 1st May 1957. Thereafter further District Councils were established for the administrative districts of Papar on 1st July 1956, Tuaran, Beaufort and Jesselton Rural on 1st January 1958, Kudat and Semporna on 1st January 1959, Tenom on 1st January 1960 and Lahad Datu on 1st July 1960. Before the end of the year arrangements had been made for the establishment of three further District Councils for the administrative districts of Keningau, Kuala Penyu and Tambunan with effect from 1st January 1961. The Jesselton Rural District Council which has its headquarters at Penampang consists of the administrative districts of Jesselton and Penampang excluding the Jesselton Town Board area. In all cases District Officers are still Presidents of District Councils but in most the Deputy Presidents are now elected by members of the Council. In the Kinabatangan and Beluran districts village councils, which are purely advisory, have been established and arrangements were made in 1960 for the establishment of two further village councils in the Pensiangan District. There now remains only the rural area of Tawau District and the mainland portion of Labuan District in which some form of local government has not yet been inaugurated.

The Municipal and Urban Authorities Ordinance (Cap. 162), which came into force on 1st July 1954 and replaced the 1931 Sanitary Boards Ordinance, provides for the establishment of Town Boards and Township Authorities. Town Boards have been established for Jesselton, Sandakan, Labuan and Tawau but most Township Authorities have now been incorporated under the jurisdiction of the District Councils. The membership of Town Boards is now wholly unofficial with the exception of the



Chairman who, at Jesselton, Sandakan and Tawau, is the Resident and, at Labuan, the District Officer. Members are appointed by the Governor and Deputy Chairmen are elected by members of the Board. At Jesselton, Sandakan and Tawau the District Officer is appointed Secretary of the Board and its chief executive officer, while at Labuan the Assistant District Officer is so appointed.

An important administrative development was the creation in 1954 of District Teams comprising the local representatives of each Government Department and prominent unofficials of the district under the chairmanship of the District Officer. Similar bodies have also been established at Residency level. The teams meet at frequent intervals; difficulties are discussed and plans for the residency or district co-ordinated. In a number of cases the functions of District Teams have been taken over by District Councils who are becoming increasingly concerned in the planning of development projects in their areas.

There are a number of Government Departments which include Agriculture, Audit, Broadcasting and Information, Civil Aviation, Customs, Education, Forests, Geological Survey, Lands and Surveys, Marine, Medical, Police, Posts and Telegraphs, Printing, Public Works and Railways. The Civil Aviation Department and the Judiciary are joint departments for the three Borneo territories while the Geological Survey Department is a joint department for Sarawak and North Borneo whose services are available to Brunei on request. The Administrator-General performs the duties of Registrar of the High Court, Registrar of Companies, Registrar-General of Births and Deaths and Official Receiver under the Companies Ordinance. In addition he is responsible for handling patents and trade marks within the Colony, although the Registrar of Patents and Trade Marks in Singapore has been appointed Registrar for North Borneo.

Numerous statutory bodies and advisory committees which have been established in recent years are intimately concerned with the day to day administration of the territory. These include the Standing Finance Committee of the Legislative Council which consists of the Financial Secretary as *ex-officio* chairman and eight nominated (i.e. unofficial) members; the North Borneo Credit Corporation with the Financial Secretary as chairman; the Central Town and Country Planning Board; the Labour Advisory Board; the Board of Trustees of the War Victims Fund; the Rubber Fund Board; the Board of Education; the Management Committee of the Liberation Educational Trust; with sub-committees dealing with all external and internal scholarships;



the Kent College Advisory Committee; the Trade School Advisory Committee; the Advisory Committee for Apprenticeships and Vocational Training; the Social Welfare Council; and the North Borneo Electricity Board. In the social welfare field there is also a Leper Settlement Committee; Boards of Control of Pauper Institutes; Prison Visiting Justices; Prison Visiting Committees and Hospital Visiting Boards. In 1959 a Natural Resources Committee was set up under the chairmanship of the Chief Secretary to advise on the best use of the Colony's land resources while Land Utilization Committees have been set up at district level. A special Committee has also been established to consider various proposed development projects and is known as the Immigrant Enterprises Committee.



## Chapter 4: Weights and Measures

IMPERIAL weights and measures and the following local weights and measures are in general use:

### *Measures of Weight and Avoirdupois Equivalents*

|           |   |                       |                          |
|-----------|---|-----------------------|--------------------------|
| 1 tahl    | = | $1\frac{1}{3}$ ounces |                          |
| 16 tahils | = | 1 kati                | = $1\frac{1}{3}$ lb.     |
| 100 katis | = | 1 pikul               | = $133\frac{1}{3}$ lb.   |
| 40 pikuls | = | 1 koyan               | = $5,333\frac{1}{3}$ lb. |

### *Measures of Capacity*

|          |   |                     |
|----------|---|---------------------|
| 2 gills  | = | 1 pau               |
| 2 paus   | = | 1 pint              |
| 2 pints  | = | 1 quart or chupak   |
| 4 quarts | = | 1 gallon or gantang |



## Chapter 5: Reading List

### NORTH BORNEO GOVERNMENT PUBLICATIONS

(Obtainable from the Department of Broadcasting and Information, Jesselton, North Borneo or through the Crown Agents for Overseas Governments and Administrations, 4 Millbank, London, S.W.1).

*Annual Reports* 1947\* 1948\*, 1949, 1950, 1951, 1952, 1953, 1954, 1955\*, 1956, 1957, 1958\*, 1959\*.

Annual reports for 1947 to 1949 were priced at \$1.00. Annual report for 1959 is priced at \$2.50 and the remaining reports are priced at \$2.00.

*The Revised Edition of the Laws of North Borneo*. Seven volumes. Price per set \$125.00 (£14.11s.8d.) (Obtainable from the Government Printer, Jesselton).

*Government Gazette*, (bi-monthly). Subscription \$15.00 per annum (Inland), \$25.00 per annum (Overseas).

*Estimates of Revenue and Expenditure*. (Annual). Price \$5.00.

*Customs Tariffs*, 1957. Price \$1.00.

*Various Departmental Annual Reports are available.*

### PUBLICATIONS OF THE GEOLOGICAL SURVEY DEPARTMENT, BRITISH TERRITORIES IN BORNEO

*Annual Report* 1960, Government Printing Office, Kuching; Rex Bookstore, Kuching; Tim & Ed, Booksellers, Jesselton; Motion Smith & Son Ltd., 11 Battery Road, Singapore; and H. M. Stationery Office, London.

*Annual Reports*, 1949, 1950, 1951, 1952, 1953, 1954, 1956, 1957, 1958, 1959. Prices: 1949 and 1950, \$2.00; 1951-1954, \$3.00; 1956-1960, \$3.00. Government Printing Office, Kuching, Sarawak.

COLLENETTE, P. *The coal deposits and a summary of the geology of the Silimpopon area, Tawau District, Colony of North Borneo. British Borneo Geological Survey Memoir No. 2*, Government Printing Office, Kuching, Sarawak, 1954. Price \$6.00.

COLLENETTE, P. *The geology and mineral resources of the Jesselton-Kinabalu area, Colony of North Borneo. British Borneo Geological Survey Memoir No. 6*, Government Printing Office, Kuching, Sarawak, 1958. Price \$6.00.

FITCH, F. H. *The geology and mineral resources of the Segama Valley and Darvel Bay area. British Borneo Geological Survey Memoir No. 4*, Government Printing Office, Kuching, Sarawak, 1955. Price \$6.00.

\*(Only available at H. M. Stationery Office)



- FITCH, F. H. *The geology and mineral resources of the Sandakan area and parts of the Kinabatangan and Labuk Valleys. British Borneo Geological Survey Memoir No. 9*, Government Printing Office, Kuching, Sarawak, 1959. Price \$6.00.
- LEICHTI, P. and others. *The geology of Sarawak, Brunei, and the western part of North Borneo. British Borneo Geological Survey Bulletin No. 3*, Government Printing Office, Kuching, Sarawak, 1960. Price \$21.00.
- REINHARD, M. and E. WENK. *The Geology of the Colony of North Borneo. British Borneo Geological Survey Bulletin No. 1*, Her Majesty's Stationery Office, London, 1951. Price \$22.50.
- STEPHENS, E. A. *The geology and mineral resources of the Kudat and Kota Belud area, North Borneo, with an account of the Taritipan manganese deposits; British Borneo Geological Survey Memoir No. 5*, Government Printing Office, Kuching, Sarawak, 1956. Price \$6.00.

PUBLICATIONS OF THE FOREST DEPARTMENT,  
BRITISH TERRITORIES IN BORNEO.

*Statement prepared by Forest Department, North Borneo, for the British Commonwealth Forestry Conference, 1957.*

North Borneo Forest Records:

- No. 1. *North Borneo Standard Grading Rules*, 1949. Price \$2.00.
- No. 2. *A preliminary list of North Borneo Plant Names*. 1952. Price \$15.00.
- No. 6. *A checklist of the Forest Flora of North Borneo* by G. H. S. Wood and J. Agama.

NATIVE AFFAIRS BULLETINS BY G. C. WOOLLEY:

- No. 2. *Tuaran Adat; Some customs of the Dusuns of Tuaran, West Coast Residency, North Borneo.*
- No. 3. *Murut Adat; Customs regulating inheritance amongst the Nabai tribe of Keningau and the Timogun tribe of Tenom.*
- No. 4. *Dusun Adat; Customs regulating inheritance amongst the Dusun tribes in the coastal plains of Putatan and Papar.*
- No. 5. *Dusun Adat; Some customs of the Dusuns of Tambunan and Ranau, West Coast Residency.*
- No. 6. *Kwijau Adat; Customs regulating inheritance amongst the Kwijau tribe of the interior.*



## OTHER PUBLICATIONS OF GENERAL INTEREST

(Many of these books are out of print and difficult to obtain.  
Copies can usually be found in main libraries).

- BRUCE, CHARLES, *Twenty Years in Borneo*. Cassell, 1924.
- BURBRIDGE, F. W. *The Gardens of the Sun*. Murray, 1880.
- COOK, OSCAR. *Borneo: The Stealer of Hearts*. Hurst and Blackwell, 1924.
- ENRIQUEZ, MAJOR C. M. *Kinabalu: The Haunted Mountain of Borneo*. Witherby, 1927.
- EVANS, I. H. N. *Among Primitive Peoples in Borneo*. Service, 1922.
- EVANS, I. H. N. *Studies in Religion, Folk-lore and Customs of British North Borneo and the Malay Peninsula*. Cambridge 1923.
- EVANS, I. H. N. *The Religion of the Tempasuk Dusuns of North Borneo*. Cambridge 1952.
- HATTON, F. *North Borneo: Explorations and Adventures on the Equator*. London, 1885.
- HOSE, CHARLES and MCDUGALL, W. *The Pagan Tribes of Borneo*. Two volumes, Macmillan, 1912.
- IRWIN, GRAHAM. *Nineteenth Century Borneo: A Study in Diplomatic Rivalry*. The Hague, 1955.
- KEITH, AGNES. *Land Below the Wind*. Joseph, 1939.
- KEITH, AGNES. *Three Came Home*. Joseph, 1948.
- KEITH, AGNES. *White Man Returns*. Joseph, 1952.
- KEPPEL, CAPT. the Hon. Henry. *The Expedition to Borneo of H.M.S. "Dido"*. Two volumes. Chapman and Hall, 1846.
- MARRYAT, F. S. *Borneo and the Indian Archipelago*, Longmans, 1848.
- MAXWELL HALL, J. *The Kinabalu Guerillas*. Kuching, 1949.
- MAXWELL HALL, J. *Makan Siap*. Singapore, 1950.
- MAXWELL HALL, J. *The Labuan Story*. Jesselton, 1958.
- MUNDY, CAPTAIN RODNEY. *Narrative of Events in Borneo and the Celebes down to the Occupation of Labuan*. Two volumes. Murray, 1848.
- PRYER, ADA. *A Decade in Borneo*. Hutchinson, 1894.
- ROSS, JOHN DILL. *Sixty Years: Life and Adventure in the Far East*. Two volumes. Hutchinson, 1911.
- ROTH, H. LING. *The Natives of Sarawak and British North Borneo*. Two volumes. Truslove and Hanson, 1896.
- RUTTER, OWEN. *British North Borneo*. Constable, 1922.
- RUTTER, OWEN. *The Pagans of North Borneo*. Hutchinson, 1929.





Camp Site and Air Strip, Kota Belud Training Area.

(Broadcasting and Information Department).





(Broadcasting and Information Department).

A view of the Keningau Plain.



- RUTTER, OWEN. *Sepia*. Fisher Unwin, 1926.
- RUTTER, OWEN. *The Pirate Wind*. Hutchinson, 1930.
- ST. JOHN, S. *Life in the Forests of the Far East*. Two volumes. Smith, Elder, 1862.
- SMYTHIES, B. E. *The Birds of Borneo*. Oliver and Boyd, 1960.
- TREGONNING, K. G. *Under Chartered Company Rule*. University of Malaya, 1958.
- TREGONNING, K. G. *North Borneo*. Corona Library, Her Majesty's Stationery Office, London, 1960.
- WHITEHEAD, J. *The Exploration of Mount Kinabalu, North Borneo*. Gurney and Jackson, 1893.
- WOOKEY, W. K. C. *The Mat Salleh Rebellion*, Sarawak Museum Journal, Vol. VII, No. 8, Kuching, 1956.

## LIST OF NEWSPAPERS IN NORTH BORNEO

| <i>Name</i>                           | <i>Language</i>                        | <i>Published by</i>                                    | <i>Frequency</i> | <i>Price per copy</i> |
|---------------------------------------|--|--|------------------|-----------------------|
| North Borneo News and Sabah Times ... | English<br>Malay<br>Kadazan            | Donald A. Stephens, Jesselton.                         | Weekdays         | 15 cts.               |
| Overseas Chinese Daily News ...       | Chinese                                | The Sabah Publishing House, Jesselton.                 | Weekdays         | 15 cts.               |
| Api Siang Pau ...                     | Chinese                                | Chung Nam Printing Co., Jesselton.                     | Weekdays         | 10 cts.               |
| Borneo Times ...                      | Chinese                                | The Art Printing Co., Sandakan.                        | Weekdays         | 10 cts.               |
| Sandakan Jih Pao ...                  | Chinese                                | Sandakan Jih Pao and Printing Co., Sandakan.           | Weekdays         | 10 cts.               |
| Kinabalu Observer ...                 | Chinese                                | Lai Su Chon, Jesselton.                                | Weekdays         | 10 cts.               |
| Anak Sabah (Children's Newspaper) ... | English                                | Department of Broadcasting and Information, Jesselton. | Monthly          | 30 cts.               |
| Radio Sabah Calling ...               | English<br>Chinese<br>Malay<br>Kadazan | Radio Sabah, Jesselton.                                | Fortnightly      | 30 cts.               |







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## APPENDIX I

COLONIAL DEVELOPMENT AND WELFARE GRANTS  
AND EXPENDITURE

| DETAILS OF EXPENDITURE  | Amount<br>in<br>Scheme | Actual<br>Expenditure<br>up to 1959 | Revised<br>Estimates<br>1960 |
|---|------------------------|-------------------------------------|------------------------------|
|   | \$                     | \$                                  | \$                           |
| CENTRAL ALLOCATION  |                        |                                     |                              |
| R. 710 — Appointment of Plant Pathologist to investigate diseases of Manila Hemp ... ..   | 169,871                | 47,571                              | 13,734                       |
| R. 904 — Appointment of Forest Botanist ... ..  | 32,968                 | 18,931                              | 4,153                        |
| R. 1009 — Colonial Economic Research — Transport Development in North Borneo ...          | 14,657                 | 11,024                              | 1,097                        |
| R. 1020 — Agricultural Research Stations ... ..   | 1,551,420              | 87,725                              | 173,558                      |
| R. 1113 — Appointment of Forest Botanist ... ..   | 62,881                 | —                                   | 17,630                       |
| R. 1118 — Agricultural Research Stations ... ..   | 1,172,242              | —                                   | 149,903                      |
| D. 3227 — Purchase of British Broadcasting Corporation transcriptions ... ..              | 4,286                  | 2,197                               | 2,012                        |
| D. 3458 — Development of Broadcasting Service ... ..                                      | 310,713                | 6,373                               | 80,661                       |
| NORTH BORNEO ALLOCATION   |                        |                                     |                              |
| D. 1158 & D. 1158A — Road Construction ... ..   | 3,068,050              | 3,039,627                           | 12,737                       |
| D. 1158B — Road Construction ...  | 1,026,450              | 1,016,948                           | 8,966                        |
| D. 1988, D. 1988A & D. 1988B — Construction of Jesselton Hospital and Staff Accommodation | 2,439,694              | 2,409,937                           | 11,512                       |
| D. 2198 & D. 2198A — Mechanisation of Trade Statistics ...                                | 159,069                | 155,349                             | 495                          |
| D. 2305 & D. 2305A — Improvement of Public Works Department Workshops ... ..              | 530,000                | 526,062                             | 1,500                        |
| D. 2352 & D. 2352A — Malaria Control Project ... ..                                       | 665,866                | 523,420                             | 17,406                       |
| D. 2634 — Construction of Tuberculosis Wards at Jesselton ...                             | 497,142                | 489,421                             | 2,034                        |
| D. 2670, D. 2670A and D. 2670B — Government Secondary School (Technical) ... ..           | 1,823,810              | 1,292,347                           | 448,319                      |
| D. 2733B — Construction of Town Roads and Drainage ...                                    | 1,500,000              | 1,429,564                           | 52,151                       |
| D. 2870 — Road Construction and Improvements ... ..                                       | 4,653,900              | 4,215,784                           | 233,206                      |



## APPENDIX I—(cont.)

| DETAILS OF EXPENDITURE  | Amount<br>in<br>Scheme | Actual<br>Expenditure<br>up to 1959 | Revised<br>Estimates<br>1960 |
|---|------------------------|-------------------------------------|------------------------------|
|   | \$                     | \$                                  | \$                           |
| NORTH BORNEO ALLOCATION—(cont.)   |                        |                                     |                              |
| D. 2879 — Rebuilding and Expansion of Tenom Hospital ...                        | 288,437                | 287,803                             | 634                          |
| D. 2938 — Construction of Tuberculosis Wards at Sandakan ...                    | 373,500                | 322,815                             | —                            |
| D. 2991 — Extension of Kent College ... ..                                      | 570,602                | 546,071                             | 2,332                        |
| D. 3074 — Singapore-Labuan Aeronautical Fixed Telecommunications Network ... .. | 85,142                 | 11,825                              | 68,040                       |
| D. 3254 — Government Chinese Primary School, Sandakan, Stage I ... ..           | 666,750                | 139,829                             | 345,000                      |
| D. 3254A — Government Chinese Primary School, Sandakan, Stage II ... ..         | 264,000                | —                                   | 112,500                      |
| D. 3306 — Scholarships for Chinese Teachers ... ..                              | 59,500                 | 19,550                              | 17,170                       |
| D. 3458 — Development of Broadcasting Service ... ..                            | 32,143                 | 741                                 | 9,380                        |
| D. 3476 — Construction of Government Primary Schools, (Stage III) ... ..        | 240,000                | 132,528                             | 107,472                      |
| D. 3756 — Tuberculosis Control Campaign ... ..                                  | 264,010                | 35,638                              | 57,750                       |
| D. 3917 and D. 3917A — Plant for Road Construction Teams                        | 3,600,000              | —                                   | 2,096,988                    |
| D. 4039 — Training Centre, Tuaran   | 86,400                 | —                                   | —                            |
| D. 4076 — Quarters for Specialist Teachers of English ...                       | 630,000                | —                                   | 242,460                      |
| D. 4090 — Mile 18, Sandakan to Telupid Road ... ..                              | 1,350,000              | —                                   | 240,000                      |
| D. 4121 — Labuan Airfield, Stage III ... ..                                     | 641,070                | —                                   | 497,176                      |
| D. 4189 — School Building Grants  | 1,241,100              | —                                   | 45,000                       |
| D. 4266 — Road Improvements Works ... ..  | 2,100,000              | —                                   | 123,750                      |
| D. 4454 — Government Primary Schools in 1959-1964—Stage I ... ..                | 453,825                | —                                   | 18,000                       |
| D. 4465 — Feeder Road Programme ... ..  | 750,000                | —                                   | 60,000                       |
| D. 4573 — Lahad Datu Hospital   | 129,600                | —                                   | —                            |



## APPENDIX II

## LABOUR STATISTICS

## A—WORKERS EMPLOYED BY EMPLOYERS OF 20 OR MORE WORKERS

| Number of Workers  |     |     | Chinese | Indonesians | Natives | Others | Total  |
|--------------------|-----|-----|---------|-------------|---------|--------|--------|
| At 31st Dec., 1950 | ... | ... | 5,008   | 1,926       | 11,713  | 665    | 19,312 |
| At 31st Dec., 1951 | ... | ... | 5,251   | 1,903       | 12,716  | 795    | 20,665 |
| At 31st Dec., 1952 | ... | ... | 6,054   | 2,806       | 13,647  | 1,805  | 24,312 |
| At 31st Dec., 1953 | ... | ... | 5,839   | 2,464       | 13,816  | 2,028  | 24,147 |
| At 31st Dec., 1954 | ... | ... | 5,243   | 3,003       | 13,313  | 1,497  | 23,056 |
| At 31st Dec., 1955 | ... | ... | 5,243   | 3,846       | 13,679  | 1,614  | 24,382 |
| At 31st Dec., 1956 | ... | ... | 5,230   | 6,026       | 14,110  | 1,705  | 27,071 |
| At 31st Dec., 1957 | ... | ... | 5,076   | 6,586       | 13,635  | 1,920  | 27,217 |
| At 31st Dec., 1958 | ... | ... | 5,273   | 6,952       | 13,715  | 2,140  | 28,080 |
| At 31st Dec., 1959 | ... | ... | 5,002   | 7,731       | 14,559  | 2,556  | 29,848 |
| At 31st Dec., 1960 | ... | ... | 4,758   | 9,749       | 15,856  | 3,424  | 33,787 |

*Percentage of total at:*

|                 |     |     |       |       |       |       |     |
|-----------------|-----|-----|-------|-------|-------|-------|-----|
| 31st Dec., 1950 | ... | ... | 26.0  | 10.0  | 60.6  | 3.4   | 100 |
| 31st Dec., 1951 | ... | ... | 25.4  | 9.2   | 61.5  | 3.9   | 100 |
| 31st Dec., 1952 | ... | ... | 24.9  | 11.6  | 56.1  | 7.4   | 100 |
| 31st Dec., 1953 | ... | ... | 24.2  | 10.2  | 57.2  | 8.4   | 100 |
| 31st Dec., 1954 | ... | ... | 22.8  | 13.0  | 57.7  | 6.5   | 100 |
| 31st Dec., 1955 | ... | ... | 21.5  | 15.78 | 56.1  | 6.62  | 100 |
| 31st Dec., 1956 | ... | ... | 19.32 | 22.26 | 52.12 | 6.3   | 100 |
| 31st Dec., 1957 | ... | ... | 18.70 | 24.10 | 50.10 | 7.10  | 100 |
| 31st Dec., 1958 | ... | ... | 18.78 | 24.76 | 48.84 | 7.62  | 100 |
| 31st Dec., 1959 | ... | ... | 16.76 | 25.90 | 48.78 | 8.56  | 100 |
| 31st Dec., 1960 | ... | ... | 14.09 | 28.85 | 46.93 | 10.10 | 100 |

## B—DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

| OCCUPATIONAL GROUPS   |     |                      | NO. OF WORKERS AT 31-12-60 |              |         |        |        |
|-----------------------|-----|----------------------|----------------------------|--------------|---------|--------|--------|
| Type of Employment    |     | Places of Employment | Chinese                    | Indo-nesians | Natives | Others | Total  |
| Estates               | ... | 63                   | 979                        | 6,597        | 6,336   | 952    | 14,864 |
| Industry and Commerce | ... | 120                  | 3,092                      | 2,460        | 6,186   | 2,272  | 14,010 |
| Government            | ... | 11                   | 687                        | 692          | 3,334   | 200    | 4,913  |
| TOTAL                 | ... | 194                  | 4,758                      | 9,749        | 15,856  | 3,424  | 33,787 |



## APPENDIX II—(cont.)

## C—ESTATE WORK—NUMBER OF WORKERS AT 31.12.60

| Type of Estate  | Places of Employment | Chinese | Indo-nesians | Natives | Others | Total  |
|-----------------|----------------------|---------|--------------|---------|--------|--------|
| Rubber ... ..   | 50                   | 653     | 4,079        | 5,831   | 147    | 10,710 |
| Hemp ... ..     | 4                    | 111     | 1,308        | 42      | 288    | 1,749  |
| Tobacco ... ..  | 1                    | 165     | 501          | 371     | 418    | 1,455  |
| Cocoa ... ..    | 6                    | 30      | 538          | 53      | 99     | 720    |
| Coconuts ... .. | 2                    | 20      | 171          | 39      | —      | 230    |
| Coffee ... ..   | —                    | —       | —            | —       | —      | —      |
| TOTAL ... ..    | 63                   | 979     | 6,597        | 6,336   | 952    | 14,864 |

## D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

## NO. OF WORKERS AT 31-12-60

| Type of Undertaking  | Number of Registered Employers | Chinese | Indo-nesians | Natives | Others | Total  |
|--|--------------------------------|---------|--------------|---------|--------|--------|
| Timber-logging, saw-milling, firewood cutting, etc.                                | 46                             | 1,605   | 2,031        | 5,018   | 1,639  | 10,293 |
| Wholesale trading, grading, packing, warehousing, stevedoring, transportation etc. | 13                             | 301     | 37           | 420     | 75     | 833    |
| Building and other construction  | 25                             | 637     | 105          | 148     | 4      | 894    |
| Fishing  | 4                              | 118     | 143          | 48      | 411    | 720    |
| Miscellaneous  | 32                             | 431     | 144          | 552     | 143    | 1,270  |
| TOTAL  | 120                            | 3,092   | 2,460        | 6,186   | 2,272  | 14,010 |

## E—LABOUR DISPUTES, 1960

| No. of Cases | No. of workers | No. of men/hours lost |
|--------------|----------------|-----------------------|
| 4            | 152            | 818                   |



## APPENDIX III

## RATES OF ESTATE DUTY

(Section 6 (1) Cap. 42)

| Where the principal value of the estate |                            | At the rate<br>per centum of |     |
|---|----------------------------|------------------------------|-----|
|   | \$                         | \$                           |     |
| Does not exceed                         | 10,000                     |                              | Nil |
| exceeds                                 | 10,000 but does not exceed | 25,000                       | 3   |
| do.                                     | 25,000                     | do.                          | 4   |
| do.                                     | 30,000                     | do.                          | 5   |
| do.                                     | 35,000                     | do.                          | 6   |
| do.                                     | 40,000                     | do.                          | 7   |
| do.                                     | 45,000                     | do.                          | 8   |
| do.                                     | 50,000                     | do.                          | 9   |
| do.                                     | 75,000                     | do.                          | 10  |
| do.                                     | 100,000                    | do.                          | 12  |
| do.                                     | 150,000                    | do.                          | 14  |
| do.                                     | 200,000                    | do.                          | 16  |
| do.                                     | 250,000                    | do.                          | 18  |
| do.                                     | 300,000                    | do.                          | 20  |
| do.                                     | 350,000                    | do.                          | 22  |
| do.                                     | 400,000                    | do.                          | 24  |
| do.                                     | 450,000                    | do.                          | 26  |
| do.                                     | 500,000                    | do.                          | 28  |
| do.                                     | 750,000                    | do.                          | 30  |
| do.                                     | 1,000,000                  | do.                          | 32  |
| do.                                     | 1,500,000                  | do.                          | 34  |
| do.                                     | 2,000,000                  | do.                          | 36  |
| do.                                     | 2,500,000                  | do.                          | 38  |
| do.                                     | 3,000,000                  | do.                          | 40  |
| do.                                     | 3,500,000                  | do.                          | 42  |
| do.                                     | 4,000,000                  | do.                          | 44  |
| do.                                     | 4,500,000                  | do.                          | 46  |
| do.                                     | 5,000,000                  | do.                          | 48  |
| do.                                     | 7,500,000                  | do.                          | 50  |
| do.                                     | 10,000,000                 |                              | 55  |

Provided that—

- (i) Where the principal value of the estate exceeds \$10,000 but does not exceed \$25,000 the amount of estate duty payable shall be the amount calculated at three per cent of such principal value or the amount by which such principal value exceeds \$10,000 whichever is the less;
- (ii) In all other cases the amount of estate duty payable shall, where necessary, be reduced so as not to exceed the highest amount of duty which would be payable at the next lower rate, with the addition of the amount by which the value of the estate exceeds the value on which the highest amount of duty would be so payable at the lower rate.



## APPENDIX IV

## ESTIMATED ACREAGES OF THE COLONY'S MAIN CROPS

| District            |     |     | Rubber  | Coconuts | Wet Padi | Dry Padi | Hemp  |
|---------------------|-----|-----|---------|----------|----------|----------|-------|
| WEST COAST          |     |     |         |          |          |          |       |
| Kudat ...           | ... | ... | 10,154  | 25,000   | 2,050    | 3,200    | —     |
| Kota Belud—Ranau    | ... | ... | 3,342   | 250      | 8,130    | 7,800    | —     |
| Tuaran—Tenghilan    | ..  | ..  | 12,139  | 500      | 5,070    | 2,000    | —     |
| Jesselton           | ... | ..  | 15,790  | 100      | 1,600    | 400      | —     |
| Penampang           | ... | ... | 7,362   | 250      | 5,800    | 400      | —     |
| Papar ...           | ... | ... | 27,586  | 200      | 7,300    | 300      | —     |
|                     |     |     | 76,373  | 26,300   | 29,950   | 14,100   | —     |
| SANDAKAN            |     |     |         |          |          |          |       |
| Labuk and Sugut     | ... | ... | 156     | 300      | 995      | 2,750    | —     |
| Sandakan            | ... | ... | 14,750  | 2,750    | —        | —        | —     |
| Kinabatangan        | ... | ... | 583     | 500      | 5        | 1,250    | —     |
|                     |     |     | 15,489  | 3,550    | 1,000    | 4,000    | —     |
| TAWAU               |     |     |         |          |          |          |       |
| Lahad Datu—Tungku   | ... | ... | 3,902   | 7,000    | —        | —        | 665   |
| Semporna—Tawau      | ... | ... | 16,434  | 9,000    | —        | —        | 3,776 |
|                     |     |     | 20,336  | 16,000   | —        | —        | 4,441 |
| LABUAN AND INTERIOR |     |     |         |          |          |          |       |
| Keningau            | ... | ... | 4,944   | 40       | 3,900    | 1,500    | —     |
| Tambunan            | ... | ... | 980     | —        | 4,400    | 1,300    | —     |
| Tenom               | ... | ... | 14,843  | 10       | 600      | 2,000    | —     |
| Beaufort            | ... | ... | 26,687  | 500      | 3,300    | 160      | —     |
| Kuala Penyu         | ... | ... | 4,029   | 1,790    | 870      | 50       | —     |
| Sipitang            | ... | ... | 8,064   | 810      | 1,000    | 2,200    | —     |
| Labuan and Mempakul | ... | ... | 1,633   | 1,650    | 950      | 300      | —     |
| Pensiangan          | ... | ... | 80      | —        | 30       | 5,000    | —     |
|                     |     |     | 61,260  | 4,800    | 15,050   | 12,510   | —     |
| COLONY TOTAL        | ... | ... | 173,458 | 50,650   | 46,000   | 30,610   | 4,441 |



## APPENDIX V

## 1951 CENSUS

## TOTAL POPULATION

## GENERAL LITERACY RATES PER MILLE

|                               |     |     |  | MALES    |             | FEMALES  |             | PERSONS  |             |
|-------------------------------|-----|-----|--|----------|-------------|----------|-------------|----------|-------------|
|                               |     |     |  | All ages | 15 and over | All ages | 15 and over | All ages | 15 and over |
| East Coast Residency          | ... |     |  | 201      | 307         | 47       | 67          | 129      | 197         |
| West Coast Residency          | ... |     |  | 170      | 258         | 48       | 63          | 110      | 161         |
| Labuan and Interior Residency | ... | ... |  | 195      | 279         | 31       | 36          | 114      | 159         |
| North Borneo                  | ... | ... |  | 186      | 277         | 44       | 58          | 117      | 170         |

## THE INDIGENOUS POPULATION

## GENERAL LITERACY RATES PER MILLE

|                               |     |     |  | MALES    |             | FEMALES  |             | PERSONS  |             |
|-------------------------------|-----|-----|--|----------|-------------|----------|-------------|----------|-------------|
|                               |     |     |  | All ages | 15 and over | All ages | 15 and over | All ages | 15 and over |
| East Coast Residency          | ... |     |  | 77       | 124         | 6        | 8           | 42       | 66          |
| West Coast Residency          | ... |     |  | 95       | 146         | 10       | 12          | 50       | 76          |
| Labuan and Interior Residency | ... | ... |  | 141      | 199         | 10       | 10          | 74       | 100         |
| North Borneo                  | ... | ... |  | 101      | 155         | 9        | 10          | 55       | 81          |

## THE CHINESE POPULATION

## GENERAL LITERACY RATES PER MILLE

|                               |     |     |  | MALES    |             | FEMALES  |             | PERSONS  |             |
|-------------------------------|-----|-----|--|----------|-------------|----------|-------------|----------|-------------|
|                               |     |     |  | All ages | 15 and over | All ages | 15 and over | All ages | 15 and over |
| East Coast Residency          | ... |     |  | 355      | 531         | 111      | 163         | 245      | 373         |
| West Coast Residency          | ... |     |  | 481      | 701         | 248      | 368         | 379      | 564         |
| Labuan and Interior Residency | ... | ... |  | 405      | 601         | 143      | 220         | 290      | 449         |
| North Borneo                  | ... | ... |  | 411      | 607         | 166      | 246         | 303      | 456         |



## APPENDIX VI

## EDUCATION STATISTICS

## A — ENROLMENT BY STAGES, 1946 — 1960

| Year |     |     | Primary | Secondary | Total    |
|------|-----|-----|---------|-----------|----------|
| 1946 | ... | ... | 10,268  | —         | 10,268   |
| 1947 | ... | ... | 13,959  | 93        | 14,052   |
| 1948 | ... | ... | 15,610  | 242       | 15,852   |
| 1949 | ... | ... | 17,705  | 315       | 18,020   |
| 1950 | ... | ... | 19,140  | 484       | 19,624   |
| 1951 | ... | ... | 20,738  | 650       | 21,388   |
| 1952 | ... | ... | 21,953  | 1,038     | 22,991   |
| 1953 | ... | ... | 22,498  | 1,607     | 24,105   |
| 1954 | ... | ... | 24,426  | 1,994     | 26,420   |
| 1955 | ... | ... | 24,771  | 2,070     | + 26,841 |
| 1956 | ... | ... | 29,967  | 2,013     | + 31,980 |
| 1957 | ... | ... | 31,720  | 2,359     | 34,079   |
| 1958 | ... | ... | 37,591  | 3,019     | 40,610   |
| 1959 | ... | ... | 41,726  | 3,397     | + 45,123 |
| 1960 | ... | ... | 46,957  | 3,806     | + 50,763 |

+ Excludes Kent College and the Trade School.

## B — PROPORTION OF BOYS TO GIRLS 1947 — 1960

| Year |     |     | Boys   | Girls  | Total  |
|------|-----|-----|--------|--------|--------|
| 1947 | ... | ... | 10,579 | 3,473  | 14,052 |
| 1948 | ... | ... | 11,658 | 4,194  | 15,852 |
| 1949 | ... | ... | 13,021 | 4,999  | 18,020 |
| 1950 | ... | ... | 14,033 | 5,591  | 19,624 |
| 1951 | ... | ... | 15,074 | 6,314  | 21,388 |
| 1952 | ... | ... | 15,942 | 7,049  | 22,991 |
| 1953 | ... | ... | 16,879 | 7,226  | 24,105 |
| 1954 | ... | ... | 18,428 | 7,992  | 26,420 |
| 1955 | ... | ... | 18,437 | 8,562  | 26,999 |
| 1956 | ... | ... | 21,792 | 10,352 | 32,144 |
| 1957 | ... | ... | 22,955 | 11,296 | 34,251 |
| 1958 | ... | ... | 26,063 | 14,547 | 40,610 |
| 1959 | ... | ... | 29,040 | 16,083 | 45,123 |
| 1960 | ... | ... | 32,140 | 18,623 | 50,763 |



## APPENDIX VI—(cont.)

## C — NUMBER OF SCHOOLS OPEN, 1946 — 1960

| Year |     | Govt. | Mission | Chinese | Others | Total |
|------|-----|-------|---------|---------|--------|-------|
| 1946 | ... | 48    | 43      | 51      | 2      | 144   |
| 1947 | ... | 60    | 45      | 52      | 8      | 165   |
| 1948 | ... | 66    | 56      | 63      | 8      | 193   |
| 1949 | ... | 65    | 58      | 73      | 8      | 204   |
| 1950 | ... | 70    | 59      | 77      | 12     | 218   |
| 1951 | ... | 71    | 58      | 82      | 8      | 219   |
| 1952 | ... | 73    | 62      | 86      | 7      | 228   |
| 1953 | ... | 70    | 68      | 81      | 14     | 233   |
| 1954 | ... | 80    | 67      | 81      | 21     | 249   |
| 1955 | ... | 84+   | 69      | 79      | 30     | 262   |
| 1956 | ... | 86+   | 69      | 81      | 46     | 282   |
| 1957 | ... | 87+   | 70      | 82      | 49     | 288   |
| 1958 | ... | 90    | 81      | 88      | 74     | 333   |
| 1959 | ... | 92    | 87      | 89      | 86     | 354   |
| 1960 | ... | 95    | 91      | 89      | 104    | 379   |

+ Includes Kent College and the Trade School.

## D — ENROLMENT ALL SCHOOLS, 1946 — 1960

| Year |     | Govt.  | Mission | Chinese | Others | Total  |
|------|-----|--------|---------|---------|--------|--------|
| 1946 | ... | 2,706  | 3,160   | 4,402   | —      | 10,268 |
| 1948 | ... | 3,920  | 5,767   | 5,955   | 210    | 15,852 |
| 1950 | ... | 3,904  | 7,019   | 8,489   | 212    | 19,624 |
| 1952 | ... | 4,310  | 8,790   | 9,479   | 412    | 22,991 |
| 1954 | ... | 5,776  | 9,764   | 9,800   | 1,080  | 26,420 |
| 1956 | ... | +6,905 | 10,867  | 12,479  | 1,893  | 32,144 |
| 1957 | ... | +8,077 | 12,166  | 12,008  | 2,000  | 34,251 |
| 1958 | ... | 9,672  | 13,358  | 14,665  | 2,915  | 40,610 |
| 1959 | ... | 10,888 | 12,614  | 17,135  | 4,486  | 45,123 |
| 1960 | ... | 12,707 | 15,395  | 18,109  | 4,552  | 50,763 |

+ Includes Kent College and the Trade School.



## E — GENERAL EDUCATION ENROLMENT BY LEVEL OF EDUCATION AND AGE AT 30TH SEPTEMBER, 1960

## A. — PRIMARY EDUCATION

| Numbers enrolled in the following age groups: | BASIC PRIMARY CLASSES |       |       |       |       |       | SENIOR PRIMARY CLASSES |       |       |       |       |       | TOTAL |   |   |   |        |        |
|---|-----------------------|-------|-------|-------|-------|-------|------------------------|-------|-------|-------|-------|-------|-------|---|---|---|--------|--------|
|   | Primary 1             |       | 2     |       | 3     |       | 4                      |       | 5     |       | 6     |       |       | 7 |   | 8 |        |        |
|   | M                     | F     | M     | F     | M     | F     | M                      | F     | M     | F     | M     | F     |       | M | F | M | F      |        |
| Under 6                                       | ..                    | 1,380 | 944   | 25    | 18    | 1     | —                      | —     | —     | —     | —     | —     | —     | — | — | — | 1,406  | 962    |
| 6 — 7   | ..                    | 2,262 | 1,406 | 273   | 207   | 40    | 11                     | —     | —     | —     | —     | —     | —     | — | — | — | 2,575  | 1,624  |
| 7 — 8   | ..                    | 2,151 | 1,374 | 896   | 658   | 192   | 118                    | 20    | 16    | 2     | —     | —     | —     | — | — | — | 3,261  | 2,166  |
| 8 — 9   | ..                    | 1,697 | 1,015 | 1,340 | 888   | 481   | 339                    | 97    | 85    | 7     | 11    | 1     | —     | — | — | — | 3,623  | 2,338  |
| 9 — 10  | ..                    | 903   | 611   | 1,353 | 853   | 959   | 595                    | 345   | 205   | 53    | 37    | 2     | 5     | — | — | — | 3,614  | 2,306  |
| 10 — 11                                       | ..                    | 550   | 237   | 992   | 642   | 983   | 641                    | 606   | 373   | 188   | 139   | 44    | 17    | — | — | — | 3,363  | 2,049  |
| 11 — 12                                       | ..                    | 267   | 135   | 609   | 373   | 944   | 547                    | 735   | 494   | 454   | 291   | 111   | 96    | — | — | — | 3,120  | 1,936  |
| 12 — 13                                       | ..                    | 174   | 66    | 454   | 169   | 705   | 359                    | 858   | 475   | 633   | 362   | 251   | 137   | — | — | — | 3,075  | 1,568  |
| Over 13                                       | ..                    | 113   | 34    | 327   | 101   | 759   | 394                    | 1,207 | 559   | 1,526 | 746   | 1,525 | 680   | — | — | — | 5,457  | 2,514  |
| TOTAL   | ..                    | 9,497 | 5,822 | 6,269 | 3,909 | 5,064 | 3,004                  | 3,868 | 2,207 | 2,863 | 1,586 | 1,934 | 935   | — | — | — | 29,494 | 17,463 |



## APPENDIX VI — (cont.)

E — GENERAL EDUCATION ENROLMENT BY LEVEL OF EDUCATION AND AGE AT 30TH SEPTEMBER, 1960 — (cont.)

## B. — SECONDARY EDUCATION

| Year   | 1.   |        | 2.   |        | 3.   |        | 4.   |        | 5.   |        | 6.   |        | TOTAL |        |
|--|------|--------|------|--------|------|--------|------|--------|------|--------|------|--------|-------|--------|
|  | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male  | Female |
| Numbers enrolled in the following age groups |      |        |      |        |      |        |      |        |      |        |      |        |       |        |
| Under 11                                     | ..   | 3      | 1    | —      | —    | —      | —    | —      | —    | —      | —    | —      | 3     | 1      |
| 11 — 12                                      | ..   | 43     | 18   | —      | 1    | 1      | 1    | 1      | —    | —      | —    | —      | 45    | 20     |
| 12 — 13                                      | ..   | 45     | 47   | 12     | 11   | 4      | —    | 2      | —    | —      | —    | —      | 58    | 64     |
| 13 — 14                                      | ..   | 91     | 58   | 29     | 26   | 8      | 3    | 1      | —    | —      | —    | —      | 132   | 93     |
| 14 — 15                                      | ..   | 102    | 56   | 64     | 37   | 17     | 5    | 5      | —    | —      | —    | —      | 199   | 115    |
| 15 — 16                                      | ..   | 101    | 59   | 81     | 48   | 22     | 26   | 8      | 1    | 3      | —    | —      | 258   | 140    |
| 16 — 17                                      | ..   | 104    | 52   | 128    | 70   | 53     | 49   | 32     | 15   | 4      | —    | —      | 367   | 211    |
| 17 — 18                                      | ..   | 155    | 56   | 144    | 56   | 52     | 54   | 14     | 37   | 18     | —    | —      | 512   | 196    |
| 18 — 19                                      | ..   | 92     | 37   | 109    | 44   | 58     | 62   | 9      | 68   | 18     | —    | —      | 479   | 166    |
| 19 and over                                  | ..   | 87     | 38   | 128    | 36   | 48     | 85   | 13     | 148  | 19     | —    | —      | 593   | 154    |
| TOTAL  | ..   | 823    | 422  | 695    | 328  | 574    | 285  | 85     | 269  | 62     | —    | —      | 2,646 | 1,160  |



## APPENDIX VI — (cont.)

## F — ENROLMENT BY CLASSES

| Year | PRIMARY I |       | PRIMARY II |       | PRIMARY III |       | PRIMARY IV |       | PRIMARY V |       | PRIMARY VI |       | TOTAL  |        |
|------|-----------|-------|------------|-------|-------------|-------|------------|-------|-----------|-------|------------|-------|--------|--------|
|      | Boys      | Girls | Boys       | Girls | Boys        | Girls | Boys       | Girls | Boys      | Girls | Boys       | Girls | Boys   | Girls  |
| 1955 | 4,907     | 2,451 | 3,310      | 1,637 | 2,886       | 1,304 | 2,188      | 1,070 | 2,201     | 873   | 1,309      | 635   | 16,801 | 7,970  |
| 1956 | 6,887     | 3,210 | 3,914      | 2,081 | 3,179       | 1,697 | 2,779      | 1,268 | 2,099     | 949   | 1,298      | 586   | 20,176 | 9,791  |
| 1957 | 6,970     | 3,813 | 4,298      | 2,185 | 3,588       | 1,733 | 2,643      | 1,228 | 2,342     | 967   | 1,330      | 623   | 21,171 | 10,549 |
| 1958 | 7,111     | 4,331 | 5,378      | 3,104 | 4,056       | 2,224 | 3,318      | 1,701 | 2,484     | 1,434 | 1,602      | 848   | 23,949 | 13,642 |
| 1959 | 9,197     | 5,623 | 5,369      | 3,154 | 4,419       | 2,367 | 3,403      | 1,835 | 2,485     | 1,281 | 1,815      | 778   | 26,688 | 15,038 |
| 1960 | 9,497     | 5,822 | 6,269      | 3,909 | 5,064       | 3,004 | 3,868      | 2,207 | 2,863     | 1,586 | 1,934      | 935   | 29,494 | 17,463 |







## G — SCHOLARSHIP AWARDS (EFFECTIVE) AS AT 28TH FEBRUARY, 1961—(cont.)

## BRACKETED FIGURES SHOW 1960 AWARDS — (cont.)

| Course                        | COLOMBO PLAN |             |        |       |        |       |             |           |            |              | OTHERS     |             |              |
|-------------------------------|--------------|-------------|--------|-------|--------|-------|-------------|-----------|------------|--------------|------------|-------------|--------------|
|                               | Australia    | New Zealand | Canada | India | Ceylon | Japan | Philippines | C. D. & W | Col. Funds | Sino-British | Shell U.K. | Asia Found. | I.L.O. Total |
| Journalism                    | ..           | 1           | —      | —     | —      | —     | —           | —         | —          | —            | —          | —           | 1            |
| Law                           | ..           | 1           | —      | —     | —      | —     | —           | —         | 2          | —            | —          | —           | 4            |
| Librarian                     | ..           | —           | —      | —     | —      | —     | —           | —         | 1          | —            | —          | —           | 1            |
| Medical                       | ..           | (3)         | —      | —     | —      | —     | (2)         | —         | (2)        | —            | —          | —           | 7            |
| Nursing                       | ..           | 1           | —      | —     | —      | —     | —           | —         | 3          | (1)          | —          | —           | 7            |
| Police                        | ..           | —           | —      | —     | —      | —     | —           | —         | 1          | —            | —          | —           | 1            |
| Postal                        | ..           | —           | —      | —     | —      | 2     | —           | —         | —          | —            | —          | —           | 2            |
| Public Administration         | ..           | 9           | 3      | —     | —      | —     | —           | —         | 1 (1)      | —            | —          | —           | 14           |
| Railways                      | ..           | —           | —      | —     | —      | —     | —           | —         | —          | —            | —          | —           | 2            |
| <i>Teaching: Certificate:</i> |              |             |        |       |        |       |             |           |            |              |            |             |              |
| Post Graduate Cert.           | ..           | —           | —      | —     | —      | —     | —           | —         | —          | 2            | —          | —           | 2            |
| Domestic Science              | ..           | 1           | —      | —     | —      | —     | —           | —         | —          | —            | —          | —           | 2            |
| Teaching Certificate          | ..           | 1           | —      | —     | —      | —     | —           | 12 (6)    | 6          | —            | —          | 7           | 34           |
| Telegraphs                    | ..           | 2 (1)       | (1)    | —     | —      | —     | —           | —         | —          | —            | —          | —           | 4            |
| TOTAL                         | 87           | 27          | 13     | 3     | 2      | 2     | 2           | 18        | 21         | 4            | 2          | 7           | 194          |
| 1960 Awards only              | 24           | 9           | 3      | —     | —      | —     | 2           | 6         | 3          | 2            | —          | 1           | 50           |



## APPENDIX VI — (cont.)

*H* — ANALYSIS OF PUPILS BY RACE

|                               |     |     |     | <i>Boys</i> | <i>Girls</i> | <i>Total</i> |
|-------------------------------|-----|-----|-----|-------------|--------------|--------------|
| European (including Eurasian) | ... | ... | ... | 138         | 139          | 277          |
| Indigenous Kadazan            | ... | ... | ... | 6,423       | 2,746        | 9,169        |
| Murut                         | ... | ... | ... | 926         | 275          | 1,201        |
| Bajau                         | ... | ... | ... | 1,813       | 434          | 2,247        |
| Brunei                        | ... | ... | ... | 2,263       | 922          | 3,185        |
| Sino-Native                   | ... | ... | ... | 680         | 625          | 1,305        |
| Other Indigenous              | ... | ... | ... | 1,506       | 322          | 1,828        |
|                               |     |     |     | 13,749      | 5,463        | 19,212       |
| Chinese                       | ... | ... | ... | 16,988      | 12,423       | 29,411       |
| Others                        | ... | ... | ... | 1,403       | 737          | 2,140        |
| TOTAL                         |     |     |     | 32,140      | 18,623       | 50,763       |



### APPENDIX VII MEDICAL

| A—INSTITUTIONS (GOVERNMENT)  | Number of<br>Institutions | Number of<br>beds   |
|--|---------------------------|---------------------|
| 1. <i>Hospitals:</i>   |                           |                     |
| (a) General hospitals (institutions equipped to deal adequately with all general medical and surgical cases) ... ..  | 2                         | 511                 |
| (b) Cottage hospitals or infirmaries (smaller institutions equipped to handle only lighter cases, more severe cases being referred to general hospital) ... .. | 5                         | 485                 |
| 2. <i>Dispensaries (institutions for treatment mainly of out-patients):</i>  |                           |                     |
| (a) Exclusively for out-patients ...   | 18                        | —                   |
| (b) Having beds for lighter cases to be referred to general hospital ...   | 12                        | —                   |
|  | In General<br>Hospital    | As separate<br>unit |
| 3. <i>Specialised units:</i>   |                           |                     |
| (a) Maternity and Child Welfare Centres ... ..   | —                         | 2                   |
| (b) Tuberculosis ... ..  | 2                         | —                   |
| (c) Venereal disease ... ..  | —                         | —                   |
| (d) Leprosaria ... ..  | —                         | —                   |
| (e) Mental institutions ... ..   | —                         | 1                   |
| (f) Others ... ..  | —                         | —                   |
|  | Number of Units           | Total Staff         |
| 4. <i>Mobile units:</i>  | 4                         | 8                   |

#### B — MEDICAL AND HEALTH STAFF

Medical and Health staff of the Colony, including Mission doctors and private medical practitioners.

|  | Govern-<br>ment | Missions | Private |
|--|-----------------|----------|---------|
| Registered Physicians ... ..                 | 16              | 1        | 31      |
| Nursing Sisters ... ..                       | 9               | 3        | 1       |
| Trained Nurses ... ..                        | 31              | —        | 1       |
| Senior and Staff Nurses ... ..               | 23              | —        | —       |
| Probationer Nurses ... ..                    | 29              | —        | —       |
| Senior and Junior Hospital Assistants ... .. | 28              | —        | —       |
| Trained Hospital Assistants ... ..           | 95              | —        | 52      |
| Probationer Hospital Assistants ... ..       | 10              | —        | —       |
| Certified Village Midwives ... ..            | 21              | —        | —       |
| Certified Midwives ... ..                    | 45              | 3        | 40      |
| Health Inspector Special Grade ... ..        | 1               | —        | —       |
| Trained Health Inspectors ... ..             | 10              | —        | —       |
| Probationer Health Inspectors ... ..         | 4               | —        | —       |
| Kampong Midwives ... ..                      | —               | —        | 67      |
| Assistant Nurses ... ..                      | 42              | —        | —       |
| TOTAL ...                                    | 364             | 7        | 192     |



## APPENDIX VIII

## RECORD OF WORK OF THE COURTS OF THE COLONY

A—A COMPARATIVE STATEMENT OF CASES DEALT WITH  
DURING 1959 AND 1960 BY THE HIGH COURT

| High Court  | Criminal |      | Civil |      |
|---|----------|------|-------|------|
|   | 1959     | 1960 | 1959  | 1960 |
| 1. Original Jurisdiction ... ..   | 51       | 49   | 166   | 101  |
| 2. Revisional ... ..  | 13       | 10   | 1     | —    |
| 3. Appeals from Magistrates' Courts ...   | 45       | 30   | 9     | 10   |
| 4. Appeals to the Court of Appeal ...   | 9        | 11   | 10    | 9    |
| 5. Appeals from Director of Lands and<br>Surveys and Assistant Collectors of<br>Land Revenue ... .. | —        | —    | 3     | 1    |
| 6. Appeals from Town Boards ...   | —        | —    | 3     | —    |
| 7. Probate and Administration ...   | —        | —    | 46    | 43   |
| 8. Insolvency ... ..  | —        | —    | —     | 3    |
| 9. Miscellaneous ... ..   | —        | 4    | 27    | 41   |
|   | 118      | 108  | 265   | 208  |

## B—ORIGINAL JURISDICTION

|                        | CRIMINAL       |                      |                |                      |                 | CIVIL      |                 |            |
|------------------------|----------------|----------------------|----------------|----------------------|-----------------|------------|-----------------|------------|
|                        | 1959           |                      | 1960           |                      | No. of<br>Suits | 1959       | No. of<br>Suits | 1960       |
|                        | Cases<br>tried | Persons<br>convicted | Cases<br>tried | Persons<br>convicted |                 | Value      |                 | Value      |
|                        |                |                      |                |                      |                 | \$         |                 | \$         |
| High Court             | 51             | 66                   | 49             | 48                   | 166             | 464,719.87 | 101             | 558,957.85 |
| Magistrates'<br>Courts | 3,488          | 3,323                | 3,638          | 3,549                | 465             | 78,376.36  | 382             | 111,485.42 |
|                        | 3,539          | 3,389                | 3,687          | 3,597                | 631             | 543,096.23 | 483             | 670,443.27 |

## APPENDIX IX

COMPARATIVE STATEMENT OF COMPANIES REGISTERED  
DURING 1959 AND 1960

|  | 1959 | 1960 | Total Number of<br>Companies on<br>the Register<br>as at 31.12.60 |
|--|------|------|---|
| Companies Incorporated outside the Colony                                      | 14   | 11   | 130   |
| Companies Incorporated inside the Colony                                       | 26   | 15   | 57  |
| Companies dissolved or having ceased to<br>carry on business in the Colony ... | —    | 11   | —   |



**POLICE STATISTICS**  
A — TABLE OF PENAL CODE OFFENCES FOR THE PERIOD ENDING 31st DECEMBER, 1960

| DESCRIPTION OF OFFENCE                      | Total Cases Reported | Cases Rejected | Total Accepted Cases | DISPOSAL OF CASES      |                         |                |           |   |            |                     |               |
|---|----------------------|----------------|----------------------|------------------------|-------------------------|----------------|-----------|---|------------|---------------------|---------------|
|   |                      |                |                      | Accused Dead or Insane | Acquitted or Discharged | Nolle Prosequi | Convicted | Compounded or order made without conviction | Undetected | Under Investigation | Pending Trial |
| AGAINST LAWFUL AUTHORITY                    | 38                   | —              | 38                   | —                      | 4                       | —              | 34        | —   | —          | —                   | —             |
| Against Public Order                        | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Giving False Evidence                       | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Escape and Rescue                           | 13                   | 2              | 11                   | —                      | —                       | —              | 10        | —   | 1          | —                   | —             |
| Rioting and Unlawful Assemblies             | 1                    | —              | 1                    | —                      | —                       | —              | 1         | —   | —          | —                   | —             |
| Others                                      | 35                   | 2              | 33                   | —                      | 5                       | —              | 27        | —   | —          | —                   | 1             |
| AGAINST PUBLIC MORALITY                     | 7                    | 4              | 3                    | —                      | —                       | —              | 3         | —   | —          | —                   | —             |
| Rape  | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Assaults (outrage modesty)                  | 5                    | —              | 5                    | —                      | 1                       | —              | 3         | —   | 1          | —                   | —             |
| Unnatural Offences                          | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Others                                      | 4                    | 2              | 2                    | —                      | —                       | —              | 2         | —   | —          | —                   | —             |
| AGAINST THE PERSON                          | 14                   | —              | 14                   | 3                      | —                       | —              | 2         | —   | 4          | —                   | 4             |
| Murder                                      | 9                    | —              | 9                    | —                      | 1                       | 1              | 7         | —   | —          | —                   | —             |
| Culpable homicide and causing death         | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Attempted Murder                            | 1                    | —              | 1                    | —                      | —                       | —              | 1         | —   | —          | —                   | —             |
| Attempted Suicide                           | 14                   | 2              | 12                   | 1                      | 1                       | 1              | 8         | —   | —          | —                   | 1             |
| Hurts                                       | 49                   | 2              | 47                   | 1                      | 3                       | —              | 41        | 2   | —          | —                   | —             |
| Assaults                                    | 51                   | 4              | 47                   | —                      | 3                       | —              | 36        | 5   | 2          | —                   | 1             |
| Others                                      | 1                    | —              | 1                    | —                      | —                       | —              | 1         | —   | —          | —                   | —             |
| AGAINST PROPERTY                            | 6                    | —              | 6                    | —                      | —                       | —              | 1         | —   | 3          | —                   | 2             |
| Robbery and Gang Robbery                    | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Extortion                                   | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Housebreaking                               | 49                   | 1              | 48                   | —                      | 1                       | —              | 11        | —   | 35         | —                   | 1             |
| Thefts                                      | 429                  | 16             | 413                  | 1                      | 26                      | —              | 147       | —   | 234        | —                   | 4             |
| Misappropriation, Breach of Trust, Cheating | 65                   | 5              | 60                   | —                      | 4                       | —              | 49        | —   | 3          | —                   | 4             |
| Receiving Stolen Property                   | 24                   | —              | 24                   | —                      | 10                      | —              | 14        | —   | —          | —                   | —             |
| Mischief by Fire                            | 8                    | —              | 8                    | —                      | 1                       | —              | —         | —   | 7          | —                   | —             |
| Others                                      | 37                   | 1              | 36                   | 1                      | —                       | —              | 25        | —   | 10         | —                   | —             |
| OTHER PENAL CODE OFFENCES                   | 7                    | 2              | 5                    | —                      | —                       | —              | 3         | —   | —          | —                   | 1             |
| Forgery                                     | ..                   | ..             | ..                   | ..                     | ..                      | ..             | ..        | ..  | ..         | ..                  | ..            |
| Counterfeiting                              | 1                    | 1              | —                    | —                      | —                       | —              | —         | —   | —          | —                   | —             |
| Offences not enumerated                     | 11                   | 1              | 10                   | —                      | 1                       | —              | 9         | —   | —          | —                   | —             |
| do.   | 1                    | —              | 1                    | —                      | —                       | —              | 1         | —   | —          | —                   | —             |
| GRAND TOTAL                                 | 880                  | 45             | 835                  | 7                      | 61                      | 5              | 436       | 7   | 300        | —                   | 19            |







| DESCRIPTION OF OFFENCE                      | PERSONS CONVICTED |   |    |          |          |      |    |          |                          |   |    |   |     | GRAND TOTAL |  |
|---|-------------------|---|----|----------|----------|------|----|----------|--------------------------|---|----|---|-----|-------------|--|
|   | IMPRISONMENT      |   |    | WHIPPING |          | FINE |    |          | COMPOUNDED OR BOUND OVER |   |    |   |     |             |  |
|   | Juvenile          |   |    | Juv.     | Juvenile |      |    | Juvenile |                          |   |    |   |     |             |  |
|   | M                 | F | M  |          | M        | M    | F  | M        | F                        | M | F  | M | F   |             |  |
| AGAINST LAWFUL AUTHORITY                    |                   |   |    |          |          |      |    |          |                          |   |    |   |     |             |  |
| Against Public Order                        | 16                | — | 2  | —        | —        | 42   | 7  | 14       | 6                        | — | 1  | — | 88  |             |  |
| Giving False Evidence                       | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | —   |             |  |
| Escape and Rescue                           | 6                 | — | 1  | —        | —        | 4    | —  | —        | —                        | — | —  | — | 11  |             |  |
| Rioting and Unlawful Assemblies             | 2                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | 2   |             |  |
| Others                                      | 11                | — | —  | —        | —        | 17   | 1  | —        | —                        | — | —  | 1 | 30  |             |  |
| AGAINST PUBLIC MORALITY                     |                   |   |    |          |          |      |    |          |                          |   |    |   |     |             |  |
| Rape  | 1                 | — | —  | —        | —        | —    | —  | —        | —                        | — | 2  | — | 3   |             |  |
| Assaults (outrage modesty)                  | —                 | — | —  | —        | —        | 1    | —  | —        | 1                        | — | 1  | — | 3   |             |  |
| Unnatural Offences                          | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | —   |             |  |
| Others                                      | —                 | — | —  | —        | —        | —    | 2  | —        | —                        | — | —  | — | 2   |             |  |
| AGAINST THE PERSON                          |                   |   |    |          |          |      |    |          |                          |   |    |   |     |             |  |
| Murder                                      | —                 | — | 1  | —        | —        | —    | —  | —        | —                        | — | —  | — | 2   |             |  |
| Culpable homicide and causing death         | 4                 | — | 1  | —        | —        | 2    | —  | —        | —                        | — | —  | — | 7   |             |  |
| Attempted Murder                            | 1                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | 1   |             |  |
| Attempted Suicide                           | —                 | — | —  | —        | —        | 2    | —  | —        | 3                        | — | —  | — | 8   |             |  |
| Hurts                                       | 26                | 1 | 1  | —        | —        | 6    | 1  | 3        | 3                        | — | 1  | — | 43  |             |  |
| Assaults                                    | 8                 | — | —  | —        | —        | 20   | 1  | 5        | 8                        | — | 3  | — | 45  |             |  |
| Others                                      | 1                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | 1   |             |  |
| AGAINST PROPERTY                            |                   |   |    |          |          |      |    |          |                          |   |    |   |     |             |  |
| Robbery and Gang Robbery                    | 2                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | 2   |             |  |
| Extortion                                   | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | —   |             |  |
| Housebreaking                               | 10                | — | —  | —        | —        | —    | —  | —        | —                        | — | 2  | — | 12  |             |  |
| Thefts                                      | 81                | 1 | 20 | 2        | —        | 21   | 1  | 4        | 2                        | — | 44 | 2 | 178 |             |  |
| Misappropriation, Breach of Trust, Cheating | 32                | 1 | 7  | —        | —        | 8    | —  | 3        | 3                        | — | 2  | — | 56  |             |  |
| Receiving Stolen Property                   | 9                 | — | 3  | —        | —        | 3    | —  | 1        | —                        | — | —  | — | 16  |             |  |
| Mischief by Fire                            | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | —   |             |  |
| Others                                      | 12                | — | 2  | —        | —        | 10   | —  | 1        | 3                        | 1 | —  | — | 29  |             |  |
| OTHER PENAL CODE OFFENCES                   |                   |   |    |          |          |      |    |          |                          |   |    |   |     |             |  |
| Forgery                                     | 1                 | — | —  | —        | —        | 1    | —  | —        | —                        | — | —  | — | 3   |             |  |
| Counterfeiting                              | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | —  | — | —   |             |  |
| Others                                      | 7                 | — | —  | —        | —        | 1    | —  | —        | 1                        | — | —  | — | 9   |             |  |
| do.   | —                 | — | —  | —        | —        | —    | —  | —        | —                        | — | 1  | — | 1   |             |  |
| GRAND TOTAL                                 | 230               | 3 | 38 | —        | 2        | 138  | 13 | 31       | 30                       | 5 | 57 | 3 | 552 |             |  |



## APPENDIX X—(cont.)

C—TABLE OF OFFENCES UNDER THE ORDINANCES FOR THE PERIOD ENDING 31st DECEMBER, 1960

| ORDINANCES                         | Total Cases Reported | Cases Rejected | Police Warnings | Convicted    | Acquitted or Discharged | Undetected | Pending trial or under investigation | DISPOSAL OF PERSONS CONVICTED |            |            |              |            |           |
|------------------------------------|----------------------|----------------|-----------------|--------------|-------------------------|------------|--------------------------------------|-------------------------------|------------|------------|--------------|------------|-----------|
|                                    |                      |                |                 |              |                         |            |                                      | TOTAL                         |            |            | IMPRISONMENT |            |           |
|                                    |                      |                |                 |              |                         |            |                                      | M                             | F          | Juvenile   | M            | F          | Juvenile  |
| Road Traffic Ordinance ..          | 3,568                | 246            | 1,468           | 1,715        | 74                      | 22         | 43                                   | 1,526                         | 26         | 176        | 2            | —          | —         |
| Arms and Explosives ..             | 74                   | 4              | —               | 68           | —                       | 2          | —                                    | 74                            | —          | 4          | —            | 13         | —         |
| Gaming ..                          | 19                   | 1              | —               | 16           | 2                       | —          | —                                    | 29                            | 1          | 2          | —            | 1          | —         |
| Immigration and Passports ..       | 320                  | 16             | —               | 283          | 13                      | 6          | 2                                    | 318                           | 13         | 75         | 2            | 179        | 39        |
| Minor offences ..                  | 663                  | 16             | 28              | 603          | 8                       | 6          | 2                                    | 491                           | 51         | 20         | 4            | 6          | —         |
| Opium and Chandu ..                | 72                   | 1              | —               | 72           | 3                       | 1          | 1                                    | 130                           | 1          | —          | —            | 53         | —         |
| Sedition ..                        | 1                    | —              | —               | 1            | —                       | —          | —                                    | 1                             | —          | —          | —            | —          | —         |
| Undesirable Publications ..        | 1                    | —              | —               | 1            | —                       | —          | —                                    | 1                             | —          | —          | —            | —          | —         |
| Municipal and Urban Authorities .. | 4                    | —              | —               | 4            | —                       | —          | —                                    | 3                             | 1          | —          | —            | —          | —         |
| Others ..                          | 166                  | 3              | 13              | 138          | 8                       | —          | 4                                    | 126                           | 15         | 2          | 4            | 13         | —         |
| <b>GRAND TOTAL</b>                 | <b>4,894</b>         | <b>287</b>     | <b>1,509</b>    | <b>2,901</b> | <b>108</b>              | <b>37</b>  | <b>52</b>                            | <b>2,779</b>                  | <b>108</b> | <b>351</b> | <b>18</b>    | <b>265</b> | <b>39</b> |

Notes:—

(1) Number of informations laid but not investigated by Police:—297

(2) Number of cases in which Police Warnings Issued (not including cases entered in the Crime Registers shown in column 5 above):—84

(3) Juveniles include young offenders (Age Group over 7 years and under 21 years)



## APPENDIX X — (cont.)

C — TABLE OF OFFENCES UNDER THE ORDINANCES FOR THE PERIOD ENDING 31st DECEMBER, 1960 — (cont.)

| ORDINANCES                            | DISPOSAL OF PERSONS CONVICTED |   |          |    |     |    |            |   |   |    | REMARKS          |   |    |   |
|---------------------------------------|-------------------------------|---|----------|----|-----|----|------------|---|---|----|------------------|---|----|---|
|                                       | WHIPPING                      |   | FINE     |    |     |    | BOUND OVER |   |   |    | WARNING BY COURT |   |    |   |
|                                       | Juvenile                      |   | Juvenile |    |     |    | Juvenile   |   |   |    | Juvenile         |   |    |   |
|                                       | M                             | F | M        | F  | M   | F  | M          | F | M | F  | M                | F | M  | F |
| Road Traffic Ordinance .. ..          | —                             | — | 1,500    | 26 | 173 | 7  | —          | — | 1 | 25 | —                | — | 3  | — |
| Arms and Explosives .. ..             | —                             | — | 60       | —  | 3   | —  | —          | — | 1 | 1  | —                | — | —  | — |
| Gaming .. ..                          | —                             | — | 88       | 1  | 8   | —  | —          | — | — | —  | —                | — | —  | — |
| Immigration and Passports .. ..       | —                             | — | 137      | 5  | 32  | —  | —          | — | 1 | 2  | 5                | — | 4  | 1 |
| Minor offences .. ..                  | —                             | — | 462      | 51 | 76  | 4  | 5          | — | — | 18 | —                | — | 4  | — |
| Opium and Chandu .. ..                | —                             | — | 54       | 1  | —   | —  | 23         | — | — | —  | —                | — | —  | — |
| Sedition .. ..                        | —                             | — | 1        | —  | —   | —  | —          | — | — | —  | —                | — | —  | — |
| Undesirable Publications .. ..        | —                             | — | 1        | —  | —   | —  | —          | — | — | —  | —                | — | —  | — |
| Municipal and Urban Authorities .. .. | —                             | — | 3        | 1  | —   | —  | —          | — | — | —  | —                | — | —  | — |
| Others .. ..                          | —                             | — | 104      | 14 | 6   | 3  | —          | — | — | 9  | 1                | — | 2  | 1 |
| GRAND TOTAL .. ..                     | —                             | — | 2,410    | 99 | 298 | 14 | 20         | — | 1 | 55 | 6                | — | 13 | 2 |

## NOTES:—

(1) Number of informations laid but not investigated by Police:—307

(2) Number of cases in which Police Warnings issued (not including cases entered in the Crime Registers shown in column 5 above):—54

(3) Juveniles include young offenders (Age Group over 7 years and under 21 years).



## APPENDIX X—(cont.)

## JUVENILE AND YOUNG OFFENDERS

## D—CONVICTED UNDER THE PENAL CODE DURING 1960

| OFFENCE                   | 7—9 |   | 10—12 |   | 13—15 |   | 16—18 |   | 19—21 |   |
|---------------------------|-----|---|-------|---|-------|---|-------|---|-------|---|
|                           | M   | F | M     | F | M     | F | M     | F | M     | F |
| Affray .. ..              | ..  | — | —     | — | —     | — | 10    | — | 7     | — |
| Escape from custody       | ..  | — | —     | — | —     | — | —     | — | 1     | — |
| False information ..      | ..  | — | —     | — | —     | — | —     | — | —     | 1 |
| Indecent assault ..       | ..  | — | —     | — | —     | — | 1     | — | —     | — |
| Rape .. ..                | ..  | — | —     | — | —     | — | 1     | — | 1     | — |
| Murder .. ..              | ..  | — | —     | — | —     | — | 1     | — | —     | — |
| Culpable Homicide         | ..  | — | —     | — | —     | — | 1     | — | —     | — |
| Hurts .. ..               | ..  | — | —     | — | —     | — | 2     | — | 3     | — |
| Assault .. ..             | ..  | — | —     | — | —     | — | 2     | — | 3     | — |
| Assault .. ..             | ..  | — | —     | — | —     | — | 1     | — | 2     | — |
| Thefts .. ..              | ..  | 4 | —     | 8 | 17    | 1 | 19    | 1 | 22    | — |
| Misappropriation ..       | ..  | — | —     | — | —     | — | 2     | — | 3     | — |
| Breach of trust ..        | ..  | — | —     | — | —     | — | 1     | — | 3     | — |
| Receiving stolen property | ..  | — | —     | — | 1     | — | 1     | — | 2     | — |
| Cheating .. ..            | ..  | — | —     | — | —     | — | 2     | — | 1     | — |
| Mischief .. ..            | ..  | — | —     | — | —     | — | —     | — | 2     | — |
| Trespass .. ..            | ..  | — | —     | — | —     | — | 1     | — | —     | — |
| Housebreaking ..          | ..  | — | —     | 1 | 1     | — | —     | — | —     | — |
| Forgery .. ..             | ..  | — | —     | — | —     | — | —     | — | —     | 1 |
| Breaking property         | ..  | — | —     | — | —     | — | 1     | — | —     | — |
| TOTAL .. ..               | 4   | — | 9     | — | 19    | 1 | 46    | 1 | 50    | 2 |

Ages 7—18 = 80

Ages 18—21 = 52.

Persons pending trial (9) are not included in the above.

## E—JUVENILE AND YOUNG OFFENDERS—1960

| Race             | 7—9 |   | 10—12 |   | 13—15 |   | 16—18 |   | 19—21 |   |
|------------------|-----|---|-------|---|-------|---|-------|---|-------|---|
|                  | M   | F | M     | F | M     | F | M     | F | M     | F |
| Chinese .. ..    | 1   | — | 4     | — | 9     | 1 | 6     | — | 12    | 2 |
| Native .. ..     | 3   | — | 5     | — | 8     | — | 28    | 1 | 34    | — |
| Indonesian .. .. | —   | — | —     | — | 2     | — | 4     | — | 1     | — |
| Philippino .. .. | —   | — | —     | — | —     | — | 5     | — | 3     | — |
| Indian .. ..     | —   | — | —     | — | —     | — | 2     | — | —     | — |
| Eurasian .. ..   | —   | — | —     | — | —     | — | 1     | — | —     | — |
| TOTAL .. ..      | 4   | — | 9     | — | 19    | 1 | 46    | 1 | 50    | 2 |

Ages 7—18 = 80

Ages 19—21 = 52

Persons pending trial (9) are not included in the above.



## APPENDIX XI

[illegible]







## APPENDIX XIII

## CIVIL AVIATION: PASSENGERS, FREIGHT AND MAIL STATISTICS, 1960

## A.—MAIN LINE SERVICES

| AIRPORT              | PASSENGERS |                  | FREIGHT (KILOS)  |                    | MAIL (KILOS)        |                    |                    |
|----------------------|------------|------------------|------------------|--------------------|---------------------|--------------------|--------------------|
|                      | Embarked   | Disembarked      | Picked Up        | Set Down           | Picked Up           | Set Down           |                    |
| Labuan<br>(2 months) | ...        | 354              | 351              | 883                | 4,454               | 446                | 648                |
| Jesselton            | ...        | 9,001<br>(8,926) | 9,298<br>(9,123) | 57,292<br>(49,594) | 138,331<br>(93,534) | 17,245<br>(15,407) | 23,338<br>(18,969) |
| Sandakan             | ...        | 4,059<br>(4,815) | 4,056<br>(4,677) | 18,996<br>(18,865) | 57,939<br>(71,031)  | 5,170<br>(8,802)   | 8,474<br>(12,543)  |

Note: 1. Figures in brackets are for 1959.  
 2. Internal service statistics are not included.



## APPENDIX XIII—(cont.)

## CIVIL AVIATION: PASSENGERS, FREIGHT AND MAIL STATISTICS, 1960

## B. — INTERNAL SERVICES

| AIRPORT    | PASSENGERS              |                         |                            | FREIGHT (KILOS)            |                          |                          | MAIL (KILOS) |          |          |
|------------|-------------------------|-------------------------|----------------------------|----------------------------|--------------------------|--------------------------|--------------|----------|----------|
|            | Embarked                | Disembarked             | Picked Up                  | Picked Up                  | Set Down                 | Set Down                 | Picked Up    | Set Down | Set Down |
| Labuan     | ...<br>6,175<br>(6,593) | ...<br>5,985<br>(6,738) | ...<br>28,431<br>(170,286) | ...<br>52,367<br>(124,017) | ...<br>7,031<br>(9,765)  | ...<br>10,037<br>(7,370) | ...          | ...      | ...      |
| Jesselton  | ...<br>8,046<br>(4,299) | ...<br>7,222<br>(4,400) | ...<br>79,435<br>(42,976)  | ...<br>33,544<br>(23,440)  | ...<br>21,474<br>(9,543) | ...<br>13,222<br>(6,178) | ...          | ...      | ...      |
| Sandakan   | ...<br>4,652<br>(2,476) | ...<br>4,845<br>(2,375) | ...<br>33,643<br>(16,630)  | ...<br>42,273<br>(8,723)   | ...<br>13,401<br>(5,939) | ...<br>11,863<br>(4,198) | ...          | ...      | ...      |
| Kudat      | ...<br>820<br>(679)     | ...<br>845<br>(674)     | ...<br>727<br>(1,295)      | ...<br>5,638<br>(5,451)    | ...<br>925<br>(1,061)    | ...<br>2,986<br>(2,278)  | ...          | ...      | ...      |
| Ranau      | ...<br>564<br>(610)     | ...<br>608<br>(647)     | ...<br>7,009<br>(5,397)    | ...<br>10,674<br>(115,114) | ...<br>273<br>(348)      | ...<br>444<br>(554)      | ...          | ...      | ...      |
| Keningau   | ...<br>595<br>(703)     | ...<br>610<br>(771)     | ...<br>1,159<br>(4,004)    | ...<br>5,854<br>(7,547)    | ...<br>380<br>(356)      | ...<br>435<br>(375)      | ...          | ...      | ...      |
| Tawau      | ...<br>3,488<br>(2,358) | ...<br>3,633<br>(2,327) | ...<br>10,891<br>(7,325)   | ...<br>24,213<br>(19,272)  | ...<br>4,747<br>(4,124)  | ...<br>9,714<br>(7,664)  | ...          | ...      | ...      |
| Lahad Datu | ...<br>3,044<br>(1,771) | ...<br>4,150<br>(1,788) | ...<br>4,989<br>(4,655)    | ...<br>19,588<br>(13,355)  | ...<br>2,242<br>(1,900)  | ...<br>4,388<br>(3,135)  | ...          | ...      | ...      |

Note: Figures in brackets are for 1959.



## APPENDIX XIII—(cont.)

## AIRCRAFT MOVEMENTS STATISTICS, 1960

| AIRPORT        | INTERNAL SERVICE |             | OTHER CIVIL |            | MILITARY  |           | TOTAL       |             |
|----------------|------------------|-------------|-------------|------------|-----------|-----------|-------------|-------------|
|                | In               | Out         | In          | Out        | In        | Out       | In          | Out         |
| Labuan ...     | 812 (784)        | 812 (786)   | 459 (1435)  | 459 (1437) | 221 (381) | 221 (381) | 1492 (2600) | 1492 (2604) |
| Jesselton ...  | 1,032 (774)      | 1,032 (773) | 809 (877)   | 807 (879)  | 595 (109) | 593 (109) | 2436 (1760) | 2432 (1761) |
| Sandakan ...   | 667 (430)        | 667 (430)   | 232 (375)   | 230 (374)  | 9 (106)   | 9 (107)   | 908 (911)   | 906 (911)   |
| Kudat ...      | 115 (153)        | 115 (153)   | 1 (1)       | 1 (1)      | 7 (4)     | 7 (4)     | 123 (158)   | 123 (158)   |
| Keningau ...   | 114 (178)        | 114 (180)   | —           | —          | 4 (—)     | 4 (—)     | 118 (178)   | 118 (180)   |
| Ranau ...      | 103 (152)        | 103 (152)   | 67 (8)      | 65 (8)     | 17 (—)    | 17 (—)    | 187 (160)   | 185 (160)   |
| Tawau ...      | 470 (278)        | 468 (278)   | 2 (1)       | 2 (1)      | 3 (—)     | 3 (—)     | 475 (279)   | 473 (279)   |
| Lahad Datu ... | 694 (399)        | 694 (399)   | — (24)      | — (24)     | 3 (5)     | 3 (4)     | 697 (428)   | 697 (427)   |

Note: Figures in brackets are for 1959.



## APPENDIX XIII—(cont.)

## CIVIL AVIATION DEPARTMENT REVENUE FOR THE YEAR, 1960

## A. LANDING AND PARKING FEES

|                                       |     |     |             |              |
|---------------------------------------|-----|-----|-------------|--------------|
| 1. Malayan Airways Limited            | ... | ... | \$34,582.58 |              |
|                                       |     |     | (46,680.07) |              |
| 2. Borneo Airways Limited             | ... | ... | \$57,116.22 |              |
|                                       |     |     | (42,431.62) |              |
| 3. Brunei Shell Petroleum Co., Ltd.   | ... | ... | \$ 9,835.35 |              |
|                                       |     |     | (15,968.55) |              |
| 4. Cathay Pacific Airways Ltd.        | ... | ... | \$ 3,095.00 |              |
|                                       |     |     | (16,100.20) |              |
| 5. Garuda Indonesian Airways Ltd.     | ... | ... | \$ 400.00   |              |
|                                       |     |     | ( 4,479.00) |              |
| 6. World Wide Helicopters Limited     | ... | ... | \$ 18.00    |              |
|                                       |     |     | ( 651.64)   |              |
| 7. Philippine Airlines                | ... | ... | \$ 445.85   |              |
|                                       |     |     | ( 1,916.48) |              |
| 8. Dan Air Services                   | ... | ... | \$ 667.05   |              |
|                                       |     |     | ( 826.89)   |              |
| 9. Trans Australian Airlines          | ... | ... | —           |              |
|                                       |     |     | ( 784.00)   |              |
| 10. Miscellaneous Airlines            | ... | ... | \$ 1,428.13 |              |
|                                       |     |     | ( 1,032.20) |              |
|                                       |     |     |             | \$107,588.18 |
|                                       |     |     |             | (130,870.65) |
| B. Airport Terminal Buildings         | ... | ... | \$ 960.00   |              |
| Bars Rent etc.                        | ... | ... | ( 5,909.00) |              |
| C. Registration and Licensing:        |     |     |             |              |
| 1. Aircraft                           | ... | ... | \$ 4,610.50 |              |
|                                       |     |     | ( 1,268.00) |              |
| 2. Pilots, Engineers and Aircrew etc. |     |     | \$ 251.50   |              |
|                                       |     |     |             | \$113,410.18 |
|                                       |     |     |             | (138,047.65) |

NOTE:—Figures in brackets are in respect of 1959



## APPENDIX XIII—(cont.)

## BORNEO AIRWAYS LIMITED

| <i>Route</i>                                       | <i>Frequency</i>    |
|--|---------------------|
| Sandakan/Lahad Datu/Tawau<br>and vice versa ... .. | Seven times weekly. |
| Sandakan/Jesselton and vice versa ...              | Five times weekly.  |
| Jesselton/Kudat and vice versa ...                 | Twice weekly.       |
| Jesselton/Ranau and vice versa ...                 | Twice weekly.       |
| Jesselton/Labuan ... ..                            | Five times weekly.  |
| Labuan/Jesselton ... ..                            | Six times weekly.   |
| Jesselton/Tawau and vice versa ...                 | Twice weekly.       |
| Jesselton/Brunei Town ... ..                       | Once weekly.        |
| Labuan/Brunei Town and vice versa                  | Four times weekly.  |
| Labuan/Brunei Town/Lutong/<br>Bintulu/Sibu ... ..  | Twice weekly.       |
| Sibu/Bintulu/Lutong/Brunei<br>Town/Labuan ... ..   | Three times weekly. |
| Jesselton/Keningau and vice versa ...              | Twice weekly.       |

## MALAYAN AIRWAYS LIMITED

## VISCOUNT SERVICES

|   |                    |
|---|--------------------|
| Singapore/Kuching/Brunei/<br>Jesselton and vice versa ... | Four times weekly. |
|---|--------------------|

## DAKOTA SERVICES

|   |                     |
|---|---------------------|
| Singapore/Kuching/Sibu/Brunei/<br>Jesselton/Sandakan and vice versa | Three times weekly. |
| Kuching/Sibu/Brunei/Jesselton/<br>Sandakan and vice versa ...       | Once weekly.        |



APPENDIX XIV  
ELECTRICITY BOARD TARIFFS DURING 1960

| Description   | Calculation Basis                                      |                    | Over 1,000 kw. |  | 501-1,000 kw.                                      |  | Below 500 kw. |     |
|---|--|--------------------|----------------|--|--|--|---------------|-----|
|   | Per Unit ...   | Minimum charge ... | ...            | 35 cents<br>\$6.00                                 | 40 cents<br>\$6.00                                 | 50 cents<br>\$7.50                                 | ...           | ... |
| A. Flat rate Lighting and Fans ...  | Per Unit ...   | Minimum charge ... | ...            | 20 cents<br>\$10.00                                | 20 cents<br>\$10.00                                | 20 cents<br>\$10.00                                | ...           | ... |
| B. Commercial Power and Heating   | Per Unit ...   | Minimum charge ... | ...            | \$1.75<br>10 cents                                 | \$1.75<br>15 cents                                 | \$1.75<br>20 cents                                 | ...           | ... |
| C. Lighting and Power combined<br>for Hotels, Clubs, Schools,<br>Cinemas and similar institu-<br>tions ...                      | Per 100 square feet of floor<br>area—plus per unit ... | ...                | ...            | ...  | ...  | ...  | ...           | ... |
| D. Industrial power and light ...   | Per Unit ...   | 1st 2,000 kw. ...  | ...            | 20 cents<br>12 cents<br>10 cents<br>By negotiation | 20 cents<br>12 cents<br>11 cents<br>By negotiation | 20 cents<br>12 cents<br>12 cents<br>By negotiation | ...           | ... |
| E. All-in domestic tariff for dwell-<br>ing houses, flats, residential por-<br>tion of shophouses, if separately<br>metered ... | Per Unit ...   | 1st 35 ...         | ...            | 35 cents<br>10 cents<br>\$6.00                     | 40 cents<br>15 cents<br>\$6.00                     | 50 cents<br>20 cents<br>\$7.50                     | ...           | ... |
| F. Shophouses where the shop and<br>residential portion are on one<br>meter ...   | Per Unit ...   | 1st 60 ...         | ...            | 35 cents<br>10 cents<br>\$12.00                    | 40 cents<br>15 cents<br>\$12.00                    | 50 cents<br>20 cents<br>\$15.00                    | ...           | ... |
| G. Air-conditioning where sepa-<br>rately metered ..  | Per Unit ...   | Minimum charge ... | ...            | 10 cents<br>\$10.00                                | 15 cents<br>\$10.00                                | 20 cents<br>\$10.00                                | ...           | ... |

Note:—The initial rate for Tariffs B and D will be reduced to 12 cents per unit for consumers who are prepared to rent or fit at their own expense apparatus to restrict use of electricity between 6 p.m. and midnight.



## APPENDIX XV

MEMBERS OF EXECUTIVE AND LEGISLATIVE COUNCILS  
AS AT END OF 1960

(\* = Member of Executive Council)

- \* His Excellency the Governor (SIR WILLIAM GOODE, K.C.M.G.) (*President*)
- \* The Honourable the Chief Secretary (R. N. TURNER, C.M.G.)
- \* The Honourable the Attorney-General (C. E. PURCHASE, Q.C.)
- \* The Honourable the Financial Secretary (H. W. DAVIDSON, M.B.E.)
- \* The Honourable the Acting Secretary for Local Government  
(J. H. MACARTNEY)
- \* The Honourable W. K. C. WOOKEY (Resident, Sandakan)  
The Honourable L. JACKSON (Director of Public Works)  
The Honourable O.K.K. MOHD. YASSIN BIN HAJI HASHIM, O.B.E.
- \* The Honourable O.K.K. DATU MUSTAPHA, O.B.E.
- \* The Honourable KHOO SIAK CHIEW.
- \* The Honourable D. A. STEPHENS.  
The Honourable FADZIL BIN ASMAD.  
The Honourable O.K.K. ZAINAL BIN KERAHU.
- \* The Honourable J. R. BAXTER, C.B.E.
- \* The Honourable A. W. PATON.  
The Honourable ANTHONY CHAN.  
The Honourable PANG TET TSHUNG.  
The Honourable G. S. SUNDANG, M.B.E.  
The Honourable LAI EN KONG.  
The Honourable R. G. BARRETT.



# NORTH BORNEO

