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North Borneo 1955



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PART I

General Review

HIS EXCELLENCY THE GOVERNOR, Mr. R. E. Turnbull, C.M.G. (now Sir Roland Turnbull, K.C.M.G.), who was installed as Governor and Commander-in-Chief of the Colony in March, 1954, continued in office during the year. His Excellency was absent from the Colony on leave from April to July, 1955, during which time the Chief Secretary, Mr. B. J. O'Brien, C.M.G., was Acting Governor.

1955 was notable not for the occurrence of any particularly significant events but as a year in which very satisfactory economic and social progress was achieved. The average price obtained for the rubber produced in the Colony was higher than it had been at any time since the boom period of 1950-51, and exports of rubber, timber and other important primary products showed substantial increases. Coupled with this prosperity there were clear signs that the programme of development which had been pursued by the Government since the war was bearing fruit. Jesselton began to assume the appearance of a capital town; reconstruction commenced in the main commercial area of Sandakan; and new building was very noticeable at Tawau, which can now be considered to be one of the more attractive and prosperous towns of the Colony. Reconstruction in the smaller towns of the Colony has been largely completed. Good progress was made in the construction of new wharves, which are badly needed, to serve the ports of Jesselton and Sandakan and, while no new airports have been constructed, there was a marked increase in the use of air communications.

One new Local Authority was constituted during 1955 under the Rural Government Ordinance. This was the Sipitang Local Authority. It was inaugurated on the 1st January and, although initially administered by an expatriate officer, is now under the presidency of a native of the country. Proposals to establish a similar Authority at Tambunan were, regrettably, abandoned as the Tambunan people showed marked apprehension at the idea of embarking upon a method of government that seemed to them as unnecessary as it was unfamiliar. Proposals in respect of an Authority at Papar met with a more favourable reception. When constituted, it will conform to the same pattern as that of the other Authorities, which are functioning satisfactorily, at Kota Belud and Sipitang.

The Municipal and Urban Authorities Ordinance, which was enacted in 1953 and makes provision for the development of urban Local Government, was applied at the beginning of the year to a further thirty-seven Towns and Townships, thirteen of which have representative Boards of official and non-official members.

There is as yet no provision for representative institutions on an electoral basis. A significant step has, however, been taken. In his address to the Legislative Council on 10th November, 1955 His Excellency the Governor outlined proposals for the submission by representative bodies of a panel of names from which he would normally select, as the places became vacant, up to a total of eight unofficial members of the Legislative Council. The North Borneo Chamber of Commerce was invited to put forward three nominations, the United Chinese Chambers of Commerce six, the Planters' Association three, the Conference of Native Chiefs six, and the island of Labuan two names.

The people of the Colony are taking an increasing interest in public affairs. This awareness is being aided and stimulated by the improvement of the broadcasting services and the rising standard of the local press. Public interest was focussed, at different times of the year, principally upon two important matters: education policy (as set out in Council Papers Nos. 10 and 11 of 1955), and forest policy (Council Paper No. 34 of 1955), both of which occasioned considerable controversy.

The Conference of Native Chiefs met in Sandakan in December. Twenty-two Chiefs representing all parts of the Colony attended the Conference, the purpose of which was, as in former years, to enable the leading representatives of the various native communities to get together to discuss freely matters of common concern.

A noteworthy event that took place in the year was a visit to North Borneo by the Secretary of State for the Colonies, The Right Honourable Alan Lennox Boyd, P.C., M.P. This was the first time that a Secretary of State had visited North Borneo. Mr. Lennox Boyd, who was accompanied by Lady Patrica Lennox Boyd, his Principal Private Secretary, Mr. J. B. Johnston, and the Head of the Far East Department of the Colonial Office, Mr. A. M. MacKintosh, arrived at Jesselton by R. A. F. Sunderland aircraft on the 2nd August and left for Brunei on the 8th August after a tour which took him to the East Coast of the Colony as well as the West Coast. During his tour the Secretary of State visited, among other places, the police headquarters at Jesselton, Kent College, sawmills and the cutch factory at Sandakan, a logging area at Kennedy Bay and the hemp estates at Tawau. The Secretary of State was greeted with enthusiasm everywhere and his visit was greatly appreciated by the people of the Colony.

Other important visitors to the Colony in 1955 included Mr. Malcolm Macdonald; Prof. Vincent Harlow, C.M.G.; Mr. W. S. Kent Hughes, Australian Minister for the Interior; General Sir Charles Loewen, K.C.B., K.B.E., D.S.O., Commander-in-Chief, Far East Land Forces; Dr. Herman Kartowisastro, the Consul-General for Indonesia; the Right Honourable Mr. R. G. Casey, Australian Minister for External Affairs; Air Marshal Sir Francis Fressanges, K.B.E., C.B., Commander-in-Chief, Far East Air Force; and Sir Alan and Lady Watt.

Public Finance

The revised estimates for ordinary revenue during 1955 amounted to \$29.5 million, as compared with actual revenue of \$23.8 million during the previous year. Of this total \$16.5 million was estimated to accrue from Customs receipts; \$4 million from licences and internal revenue; and \$2 million from forest revenue. The increase in the total revenue estimated was largely on account of the improved price of rubber. The revised estimates for extraordinary revenue amounted to \$6.9 million, as compared with \$10.6 million in the previous year.

The revised estimates for ordinary expenditure amounted to \$19.8 million, compared with \$16.7 million actually expended during 1954. Expenditure on reconstruction and development was estimated at \$16.4 million, which included \$4.1 million on Colonial Development and Welfare schemes, compared with \$14.4 million expended in 1954. The latest estimate for the excess of ordinary revenue over ordinary expenditure during the year is \$7.9 million, and it is envisaged that there will be a slight surplus of total revenue over total expenditure.

The public debt of the Colony at the end of 1955 was \$6.5 million, which represented a loan raised during 1954 for the purpose of financing the development of electricity, water supplies and telephonic communications and reimbursing general revenues in respect of compensation paid for the relinquishment of timber rights.

Commerce

There was a favourable trade balance in 1955 of \$17.2 million.

Imports for the year totalled \$87.6 million (the highest annual total recorded and nearly nine times the figure for 1940) and exports amounted to \$104.8 million. Provisions (valued at \$13 million) were the most valuable single item imported, as in 1954. Metals (\$7.5 million), machinery (\$6.9 million), rice (\$6.4 million) and textiles and wearing apparel (\$5.9 million) were next in order of value.

The price of rubber rose steadily during the first part of the year to reach a peak in August. Exports of rubber rose by 17% in quantity and 91% in value. Timber exports amounted to 13.2 million cubic feet (logs and sawn timber) valued at \$21.6 million, as against exports of 10.5 million cubic feet valued at \$17.4 million in 1954. Exports of copra increased from 26,600 tons to 35,200 tons, valued at \$14.2 million. Tobacco exports increased in quantity, but showed a slight drop in value. Exports of hemp increased by 50% from 1,900 tons to 2,800 tons.

The United Kingdom was again the Colony's principal market, both for imports and exports. Imports from and exports to the United Kingdom were greater than in 1954. Malaya and Hong Kong were also important markets. Japan continued to be the greatest importer of the Colony's timber with Hong Kong, Australia and the United Kingdom next in order of importance.

Production

Rubber continues to be of prime importance in the Colony's economy. The total planted area of rubber is estimated to be 120,200 acres, of which it is probable that less than 10% is planted with high yielding material. This, coupled with the fact that the greater proportion of all rubber trees in the Colony were planted more than twenty years ago, gives rise to considerable anxiety. In order to cope with the situation a Rubber Industry Replanting Fund Ordinance came into force on the 1st January and from the 1st April a cess of two cents per lb. was levied on all rubber exported. The burden of the cess is offset by a reduction of at least two cents per lb. on the rate of export duty formerly payable. Funds derived from the cess are used to finance new planting and replanting schemes for both estates and smallholders. The Rubber Fund Board, which was established in 1950, has devoted much time to the problems of replanting and has distributed a great quantity of planting material, much of it produced at the Board's own nurseries and seed gardens.

Since the termination by negotiation of the timber monopoly granted by the former British North Borneo (Chartered) Company to the British Borneo Timber Co., Ltd., the timber industry has been second in importance only to rubber. The four overseas companies with which twenty-one year extraction agreements were concluded in 1952 continued operations during the year, and arrangements have been made for the conclusion of further such agreements with three local producers hitherto working on short-term licences. There are in addition to the long-term concession holders a number of short-term producers extracting timber under annual licence. The total timber production in 1955 amounted to 17.8 million cubic feet, of which 13.2 million cubic feet were exported.

The rice crop harvested at the beginning of the year again proved to be a record one yielding, it is estimated, some 57,083 tons of padi (equivalent to 35,931 tons of milled rice). With the removal during 1954 of quantitative restrictions upon the importation and consumption of rice imports of rice rose, however, from 7,900 tons in 1954 to 15,000 tons valued at \$6.4 million.

There is no control on the milling of locally produced padi. Importers of rice are required to maintain adequate stocks.

Virus disease of Manila hemp continued to be a cause for concern. Exports of hemp increased appreciably during the year and, as a result of a strict policy of patrolling and eradication, the prospects for this crop by the end of the year seemed somewhat brighter than they were at the beginning.

No cocoa is yet produced in North Borneo, but plantings in basaltic soil on the East Coast have shown signs of definite promise. Trials on river alluvium at the Central Agricultural Station at Tuaran and other investigations have, however, indicated that the cultivation of this crop is likely to be successful only in certain parts of the Colony.

Copra, tobacco and cutch are other products of importance. The firewood trade shows fluctuations annually but generally speaking has declined with the reduction of the demand from Hong Kong. There was little change in the production of fish, but increasing interest is being shown in the waters off the Colony's coast and several applications in respect of organised fishing schemes were submitted to Government during the year. Permission was given to one company to commence a trochus fishing enterprise based on Sandakan.

Social Services

The most important event of the year in the educational field was the publication of Government's proposals to assume responsibility for all education within the Colony. The total number of schools open increased from 249 to 262 and the enrolment in all schools rose from 26,420 to 26,999. Kent Teachers Training College had another successful year, a total of 129 students undergoing training. The Trade School received generous assistance from the Government of Australia in the form of valuable mechanical equipment. Expenditure on education from Colony funds amounted to approximately \$1.2 million. In addition to this expenditure more than \$240,000 was spent under Colonial Development and Welfare schemes in respect of the Trade School and Kent College. Thirty-seven students from North Borneo studied abroad by means of scholarships provided largely from Colonial Development and Welfare and Colombo Plan sources.

Malaria, pulmonary tuberculosis and intestinal infestations continued to be the principal causes of ill health in the Colony. A pilot scheme for the control of malaria sponsored jointly by the Government, the World Health Organisation and the United Nations Children's Fund commenced in July. The project aims at the production of a malarial map of the Colony and to be able to ascertain whether control of the disease can be effected by means of residual insecticides. Much good work was done by the North Borneo Anti-Tuberculosis Association in assisting in the fight against tuberculosis. Leprosy is not widely prevalent; four or five new lepers only are admitted to the leper settlement each year. Conditions in the mental hospital at Sandakan were greatly improved by the arrival of a male nurse trained in the care of mental diseases. The teaching of nursing under the care of two World Health Organisation sister-tutors came to an end in September on the completion of their tour. Similarly the World Health Organisation Public Health sister-tutor left at the end of her assignment. Much valuable work was done by a laboratory technician made available by the Australian Government under the Colombo Plan. Altogether 12,304 inpatients and 308,332 outpatients were treated at Government hospitals.

The several missionary bodies established in the Colony again did excellent work, mainly in the field of education, and the local voluntary social welfare organisations, which include the War Victims Fund Board, the Leper Fund Committee, the Boy Scouts and Girl Guides, the Rotary Club of Jesselton, the local Branches of the British Red Cross Society and the St. John Ambulance and Brigade, and the North Borneo Anti-Tuberculosis Association, were also active.

Reconstruction and Development

A reconstruction and development plan has been prepared for the years 1956-1960 inclusive which involves the expenditure of approximately \$47 million. This continues the work of development commenced under the plan drawn up in 1948.

The two largest works commenced during the year under the Government building programme were the new hospital and the Central Government Offices at Jesselton. Various building works were put in hand or completed at Sandakan, Tawau, Labuan, Papar and a number of other places but, generally speaking, the reconstruction programme in all but the larger towns had been completed by the end of 1954. Private construction work was most noticeable at Jesselton, Sandakan and Tawau, the emphasis being on shops and dwelling houses. A system of Government sponsored building loans was introduced during the year and it is hoped that this will encourage private building. Two major reclamation schemes to provide additional building space were commenced at Jesselton.

Good progress was made in the reconstruction of wharves at the Colony's main ports. By the end of the year the new wharf at Sandakan, which has a sea frontage of 750 feet, was virtually completed. Work had started on the wharf at Jesselton and at the end of the year was well up to schedule. A large proportion of the cost of the new wharves is being met by the Government of the United States of America. The reconstruction work being carried out on the railway continued. Six miles of track were completely overhauled and the formation was standardised over ten miles. At the end of the year nearly thirty miles of the line had been re-ballasted with stone and sand. Three major bridges were re-girdered and new locomotives and a passenger diesel train were due to come forward from manufacturers in the United Kingdom. Improvements were carried out to the runway of the international airport at Labuan, which had deteriorated badly. The feeder air service operated by Malayan Airways Limited was extended to connect with Brunei and Sarawak and continued to provide a most useful service. The number of flights on the mainline Dakota service between North Borneo and Singapore was increased from six to seven a week.

Further improvements were made to public utilities. The supply of water to urban areas continued, however, to present a problem of some seriousness and the measures taken were, in several cases, palliatives only pending the introduction of new schemes and equipment. Automatic telephone exchanges were installed at Tawau, Likas and Penampang, and the total number of telephones in the Colony rose to 1,488. (There were only 639 telephones at the end of 1951.) A high frequency radio telephone service was introduced between Jesselton and Labuan. A new transmitting station, built in permanent materials, and broadcasting studios and offices were constructed for Radio Sabah, and on 9th November an evening radio service was inaugurated by His Excellency the Governor to take the place of the lunch-time experimental broadcasts formerly made.

A full list of the Colonial Development and Welfare schemes initiated or in progress in 1955 may be found at Appendix I. During the year the following new schemes received approval:—

D. 2344 — Appointment of Ecologist ...	...	\$ 33,853
D. 2352 — Malaria Control Project ...	...	84,044
D. 2459 — Sorob Cattle Farm ...	...	79,855
D. 2465 — Plant for the Construction of Jeep Tracks and Earth Roads ...	...	296,000
		<hr/> \$493,752 <hr/>

The Colony is again indebted to a number of external sources for generous financial assistance, technical advice and supplies of equipment. These sources include Her Majesty's Government, the Governments of Australia and New Zealand (through the Colombo Plan) and the United States of America (through its Foreign Operations Administration), the World Health Organisation and the United Nations Children's Fund.

PART II

Chapter 1: Population

Census

THE full report of the 1951 census of population was published in 1953. The report shows that since 1931, the year in which the previous census was held, the total population of the Colony increased by 20.4 per cent from 277,476 to 334,141 and the native population by 18.4 per cent from 205,218 to 243,009. The Chinese population increased by 48.6 per cent from 50,056 to 74,374. The number of Europeans, including Eurasians, increased from 647 to 1,213.

The density of population was 11.4 persons per square mile. Nearly one half of the population lives in the West Coast Residency, where the density was thirty-one persons per square mile. The low density of 5.6 persons per square mile in the East Coast Residency is indicative of the large areas there of jungle and swamp.

The census figures generally have shown that since 1931 there has been a considerable movement of population from the Interior, where owing to inaccessibility there has been little commercial enterprise, to the coast, where paid employment is obtainable and where markets for agricultural produce are more accessible.

Only some 45,000 persons live in urban areas. The main towns of the Colony are Sandakan (population 14,499), Jesselton (11,704), Tawau (4,282), Victoria, Labuan (2,526), Kudat (1,895), Papar (1,772) and Beaufort (1,576).

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.

The analysis of places of birth is a matter of much interest in North Borneo with its peoples of varied races and creeds and with an immigrant population comprising more than one-quarter of the total. The census has revealed that only 36,369 persons, or slightly under 11 per cent of the population, were born outside the country—an encouraging indication of the permanence of settlement of the immigrant peoples.

Native Peoples

Among the native peoples, the Dusuns showed an increase of only 6.7 per cent from 110,483 to 117,867. 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 is a little difficult to understand the small rate of increase shown by this people. It can only be suggested that some have declared themselves as belonging to other communities—a view encouraged by the large increase of 70.5 per cent shown under the heading “Other Indigenous”. 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 sea-faring, and found mainly on the East Coast, increased from 34,099 to 44,728, an increase of 31.2 per cent. It is possible that some of this increase may be due to immigration from the neighbouring Philippine Islands, though an effort was made in the census to distinguish between native born and foreign born Bajaus. 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 who amounted to 22,312 persons as against 13,664 in 1931. 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, unfortunately, continued to decline and showed a decrease of 23.4 per cent from 24,444 to 18,724, though here again part of the explanation may be that some Muruts have declared themselves as belonging to other communities. 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 poisoned 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.

A comparison of the increase in native population since 1931, 18.4 per cent, with the increase of 4.14 per cent between 1921 and 1931, suggests that the gradually improved medical and social services since 1931, together with the general economic prosperity, always excluding the years of the Japanese occupation, have had a beneficial effect on the health and fertility of the native peoples as a whole, although there is still room for considerable improvement. The movement to the coast from the Interior referred to above is a native movement.

Chinese

There are several factors to consider in accounting for the increase of 24,318 persons or 48.6 per cent among the Chinese community, the largest immigrant race in the Colony. It is known that the natural rate of increase of Chinese is higher than among native peoples, while immigration of Chinese during the period 1931-1951 is estimated at approximately 20,000. On the other hand the Chinese community is thought to have suffered proportionately more than other communities during the Japanese occupation from violence, disease, starvation and loss of fertility. It is interesting to note that of the 74,374 Chinese in the Colony, 48,862 were born in North Borneo and 5,583 elsewhere in the Commonwealth. Most of these 54,445 Chinese are now British subjects. It is of further interest to note that the sex ratio among Chinese has improved from 64 males to 36 females in 1931 to 56 males to 44 females in 1951.

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.

Europeans

The European community, while numerically small, is economically very 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.

Other Races

Those listed under "Others" 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; some are more 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 Constabulary 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 pagans, while an equally large proportion of the coastal communities are Muslims. 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 total of 29,092 persons declared themselves as Christians in the 1951 census.

Population in 1955

The estimated population on the 31st December, 1955 was:

Indigenous	...	...	...	...	258,177
Chinese	...	...	...	...	89,097
European (including Eurasian)	...	...	...	...	1,689
Others	...	...	...	...	28,361
TOTAL					377,324

A summary of registered births and deaths during the period 1st January, 1955 to 31st December, 1955 is as follows:

				<i>Births</i>	<i>Deaths</i>
Indigenous	...	...	...	6,441	3,211
Chinese	...	...	...	4,370	640
European (including Eurasian)	...		...	42	2
Others	...	...	...	927	235
TOTAL ...				<u>11,780</u>	<u>4,088</u>

Immigration

The following is a summary of arrivals and departures through the ports of the Colony during the period 1st January, 1955 to 31st December, 1955:

				<i>Arrivals</i>	<i>Departures</i>
Indigenous	...	...	...	2,056	2,302
Chinese	...	...	...	6,056	6,054
European (including Eurasian)	...		...	1,837	1,876
Others	...	...	...	6,535	4,373
TOTAL ...				<u>16,484</u>	<u>14,605</u>

The excess of departures over arrivals was 1,879. This compares with an excess of arrivals over departures in 1952, 1953 and 1954 of 3,805, 1,464 and 1,056 respectively.

Chapter 2: Occupation, Wages and Labour Organisation

Industrial Structure

THE industrial structure of North Borneo is undeveloped and simple, a very large proportion of the population being engaged in homestead farming. Superimposed on this basis are the established estates (rubber, hemp, tobacco and coconut) and the timber and firewood industries; next there are the small processing industries serving the elementary needs of the estates and timber companies; and finally there is the multiplicity of services demanded by a growing and fairly prosperous community—e.g. building, transport and commerce.

Employment

The total number of persons gainfully employed at the time of the 1951 census was shown by the census to be 140,629, or 42.1% of the total population. In the 1931 census a total of 141,268 persons was listed, or 52.3% of the population. The figure for 1951 is lower for three reasons; firstly, no children under fifteen years of age were included; secondly, double the number of children were attending school; and thirdly, the structure of age and sex in the population has changed considerably. Comparative figures showing the numbers employed in 1951 by different occupations are as follows:

Producers of raw materials	...	...	119,639
Manufacturing	...	...	3,164
Transport and communications	...	...	2,345
Commerce	...	...	6,037
Public services and professions	...	...	5,099
Personal and paid domestic services	...	...	4,345

Of the 119,639 persons engaged in the production of raw materials 82,998 were engaged in agriculture and 23,331 in the cultivation and production of rubber.

The census also showed that a large preponderance of both the Dusun and Murut communities was engaged in homestead agriculture with a minor proportion entering the rubber industry and small numbers joining the police force. Less than half of the Bajau and other indigenous communities were engaged in agriculture, these races taking an active part in the timber, rubber, coconut, mangrove working, boat-building and fishing industries. The increased interest of the indigenous people in wage-earning employment has been one of the most significant post-war trends and they at present constitute 56.1% of the labour

force of the Colony. This proportion has remained very constant for the last four years despite accretions to the labour force of workers entering temporarily from outside the Colony.

The Chinese population is engaged mainly in commerce, rubber production, agriculture and other industries. In commerce, crafts and artisan employment the Chinese community is predominant.

A start has been made on the process of weaning hill-dwelling Natives from shifting cultivation to a more permanent form of agriculture in the lowlands, where they can also take up wage-earning employment on estates when not engaged in padi production, and where the provision to them of social services will be facilitated.

The total labour force on 31st December, 1955 stood at 24,382 as compared with 23,056 at the end of 1954. Details of labour statistics are given in Appendix II.

Immigrant Labour

The demand for artisans and semi-skilled workers for building construction remained fairly steady during 1955. The Government has continued to apply a policy of permitting the temporary entry of skilled and semi-skilled workers from Hong Kong and Singapore for employment with established construction and engineering firms, especially with those which have accepted the larger Government and private contracts which have become available in the course of reconstruction. There is a constant turnover of these workers, the numbers in employment in the Colony at any one time being about 1,100. There is a large demand for skilled technicians to operate and maintain mechanical equipment, both by Government and by commercial concerns; and, in the absence of sufficient trained local personnel, these needs are also being met by temporary engagement, principally from Hong Kong.

It is estimated that some 2,000 immigrant Indonesian workers from the Celebes were in employment at the end of the year, mainly on the East Coast. These workers had come on their own initiative to look for work in North Borneo.

Negotiations with the Government of the Republic of the Philippines to facilitate recruitment of workers and settlers continued during the year. A delegation consisting of the Acting Commissioner of Labour and Welfare and two representatives of local employers of labour visited Manila in April to negotiate an agreement. This agreement was signed by Her Majesty's Ambassador in Manila and representatives of the Philippine Government on 29th August. The Commissioner of Labour and Welfare, with a representative of employers, visited Manila again in September in order to arrange details for recruitment procedure.

A question of the precise interpretation to be given to a certain provision in the agreement then arose, necessitating further diplomatic exchanges, which were still in progress at the end of the year.

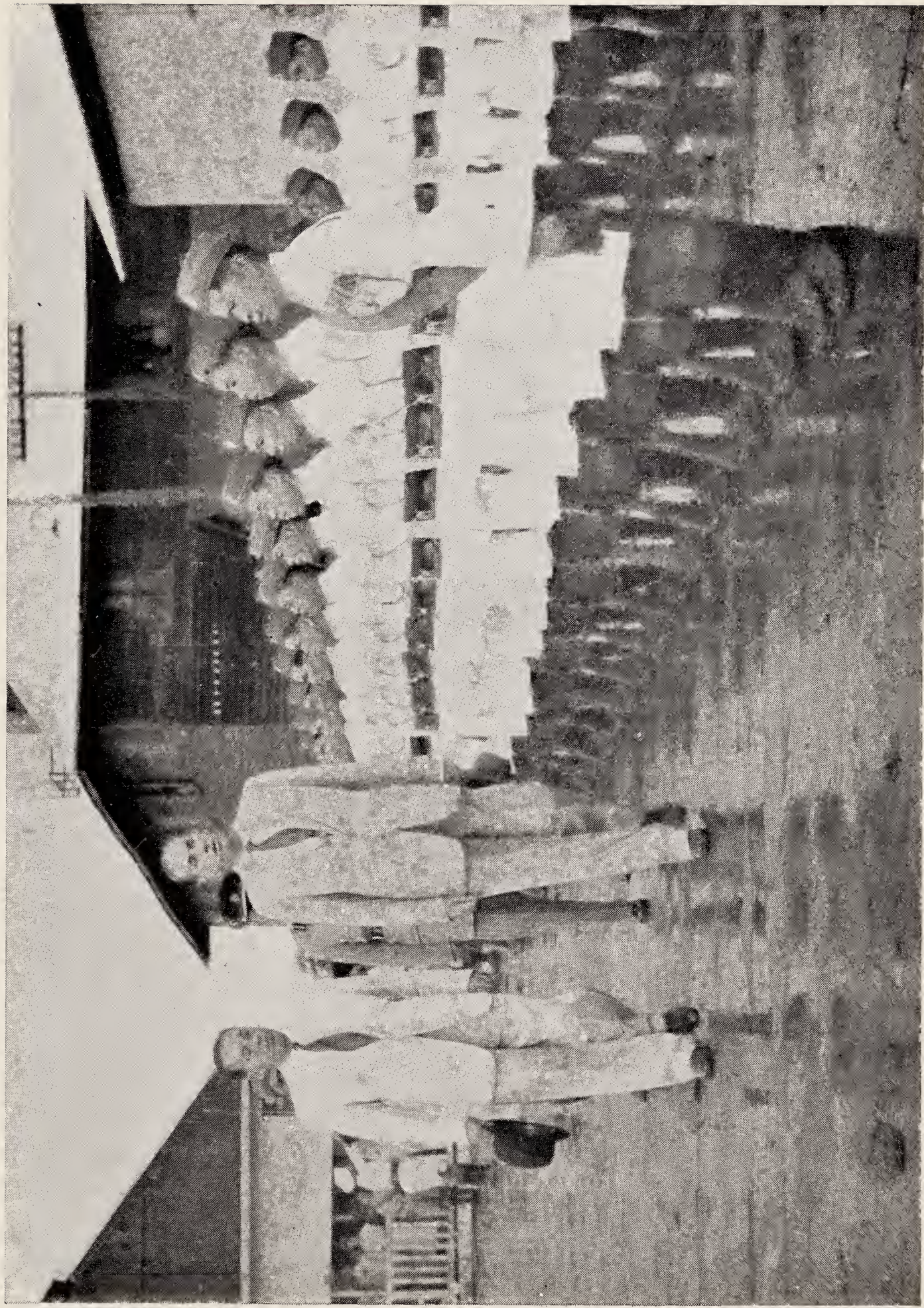
Wages and earnings

There is now 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. Most agricultural work and much industrial work is performed on piece rates. There have been no general wage increases during 1955. The earnings of workers in the rubber industry have followed fluctuations in the world price of rubber. There have been no marked fluctuations in wages paid to skilled workers which continue to be comparatively high. At the present time unskilled workers earn up to \$3.50 per day, semi-skilled workers from \$3.50 to \$7.00 per day and skilled workers from \$7.00 to \$12.00 per day.

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 during 1955. The price of rice, except for the best grades, decreased appreciably after commercial procurement was resumed, for the first time since the Japanese occupation. 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:

							%	Increase Decrease
Workers Monthly Budget				1953	1954	1955		1954-1955
<i>Natives</i>								
Foodstuffs	...	...		\$29.70	\$30.29	\$31.33	+	3.4 %
Clothing and bedding	...	...		5.29	5.20	4.56	-	12.3 %
Miscellaneous	...	...		11.02	13.48	11.48	-	14.8 %
TOTAL				\$46.01	\$48.97	\$47.37	-	3.3 %
<i>Chinese</i>								
Foodstuffs	...	...		\$35.75	\$34.62	\$33.26	-	3.9 %
Clothing and bedding	...	...		6.63	5.95	5.26	-	11.6 %
Miscellaneous	...	...		11.60	11.96	10.91	-	8.8 %
TOTAL				\$53.98	\$52.53	\$49.43	-	5.9 %



The arrival of the Secretary of State for the Colonies at Jesselton, 2nd August, 1955.
(Happy Photo Service)



Crossing the river at Kota Belud.

(Madam Fung Sheong Chee)

A retail price index giving the mid-year and end of year prices of certain basic foodstuffs in Jesselton, which is related to 1950 prices, is given below:

	1954		1955	
	<i>June</i>	<i>December</i>	<i>June</i>	<i>December</i>
Rice (per gantang) ...	\$ 2.24	\$ 2.00	\$ 2.00	\$ 2.00
Flour (per kati) ...	.30	.30	.30	.30
Fats („ „) ...	1.80	1.85	1.80	1.80
White sugar (per kati) ...	.30	.30	.30	.30
Meat („ „) ...	1.47	1.63	1.75	1.95
Fish („ „) ...	1.20	1.23	1.33	1.60
Milk (per 14-oz. tin) ...	.70	.70	.70	.70
Chicken eggs (each) ...	.19	.20	.20	.20
Vegetables (per kati) ...	.43	.44	.37	.57
Tea (per ounce) ...	.23	.27	.29	.33
Coffee (per kati) ...	2.96	2.60	2.12	1.90
LOCAL INDEX ...	135	134	132	134

General

Conditions of employment throughout the Colony, with but a few exceptions, are satisfactory and in several cases outstandingly good. The progress previously reported in the jungle camps of the timber and firewood industries continues and this is particularly satisfactory in view of the difficulties of erecting such camps and of their short life. The prevailing shortage of labour which has been a feature of the Colony since the war, and which has helped to maintain good wages and conditions of work, continues but has been less marked during the year, and some small local surpluses of labour appear from time to time, though these are generally seasonal.

Labour and Welfare Department

The immigration duties formerly carried out by the Department were handed over to the Police at the end of 1954. The Department now consists of the Commissioner, who is assisted by one Assistant Commissioner (an Administrative Officer) on the East Coast and an establishment of one Chinese Assistant Officer, one Labour Officer, three Labour Inspectors and ten other staff. Two offices are maintained: the headquarters office in Jesselton and an office serving the East Coast in Sandakan. Regular inspections of places of employment are carried out by officers of the Department. No employment exchanges at present exist.

Labour legislation

The Labour Ordinance (Cap. 67) was amended during the year by the Labour (Amendment) Ordinance (No. 2 of 1955). The amendments made were of a minor nature. The Labour Ordinance makes provision for the appointment of a Labour

Department, for the regulation of agreements and contracts, the recruitment of workers, conditions of employment and the procedure to be followed in actions instituted under the provisions of the Ordinance. Certain rules have been made under the powers conferred by the Ordinance.

A new Workmen's Compensation Ordinance was passed on 14th September, to come into force early in 1956. There are two principal changes in the Ordinance. The first consists of very substantial increases in the compensation payable to injured workmen and the dependants of deceased workmen; and the second principal change is one of procedure.

Industrial Relations

During the year there was no marked change in the state of trade unionism, which is still embryonic. The only trade disputes were minor ones. Because of illiteracy among the majority of workers, the comparatively small extent of wage-earning employment, and the absence of competitive economic incentives which characterise more highly industrialised communities, the organisation of labour in this country on modern trade union lines is likely to be slow. Nevertheless the fostering of responsible trade unionism is the policy of Government as being the best long-term means of ensuring industrial peace and mitigating the effects of changes which are inseparable from industrialisation when it comes. The Commissioner of Labour and Welfare is the Registrar of Trade Unions for the Colony and contact is maintained with the Trade Unions Adviser in Kuala Lumpur, Federation of Malaya. One new trade union was registered during the year, an employer's union, making four trade unions in all. The three previously existing trade unions maintained a total membership of about 500 workers.

Industrial relations between employers and workers have continued to be generally very satisfactory.

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. At most large places of employment additional welfare activities are carried out by the management.

The Department of Labour is responsible for the administration of the Workmen's Compensation Ordinance (Cap. 160). 264 accidents were reported in 1955 and in 191 of these cases compensation amounting to \$81,182.01 was claimed and paid.

Poor law administration in the Colony is also a responsibility of the Department of Labour and Welfare. Details of the public assistance provided are given on page 78.

International Labour Conventions

The position in the Colony in relation to International Labour Conventions which have been accepted by Her Majesty's Government has been set out at length in previous reports. There were no significant changes during the year. Conventions have been applied in North Borneo as follows:

- | | |
|---|-----------------|
| (a) without modification: | 18 Conventions. |
| (b) with modifications: | 9 Conventions. |
| (c) inapplicable owing to local conditions: | 17 Conventions. |
| (d) decision reserved pending the enactment of legislation: | 6 Conventions. |

Reports on the application of International Labour Conventions have been submitted to the International Labour Office as usual.

Industrial Training

Vocational training and apprenticeship continue to engage attention as the best long-term means of increasing the productivity of the Colony's manpower. Several employers 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 in the Government Trade School, which is mentioned on page 65.

Labour Advisory Board

The tripartite Labour Advisory Board containing equal representation by Government, employers and workers met twice during the year to consider proposed legislation and to advise Government generally on labour proposals and policy.

Chapter 3: Public Finance and Taxation

The approved estimates for the year under review provided for a general revenue surplus of about \$3 million at the beginning of the year with an estimated deficit of \$2.8 million at the end of the year which Her Majesty's Government had agreed to finance by way of a grant-in-aid. When the accounts for the year 1954 were closed the actual general revenue surplus was \$7.6 million and the latest indication is that there will be a surplus in the 1955 accounts of \$7.9 million. The improvement in the financial position is due partly to the improved price of rubber which resulted in higher revenue yields and partly to under-expenditure on capital account.

The accounts for 1955 have not yet been finally closed and the figures given below in respect of that year are provisional only:.

ORDINARY REVENUE

			Actual		Estimated	Revised
			1953	1954	1955	Estimates
			\$	\$	\$	1955
Customs	...	...	11,255,149	11,954,835	12,330,000	16,545,000
Forests	...	...	1,144,128	1,714,849	1,660,000	2,041,000
Lands	...	...	709,518	802,700	739,500	768,000
Licences and Internal Revenue	...	...	* 5,791,454	3,465,535	4,251,455	4,000,000
Fees of Court or Office, etc.	...	...	513,111	583,346	525,600	696,000
Municipal	...	...	440,717	406,639	170,975	323,000
Light, Water, Power, etc.			438,851	459,762	515,630	682,000
Posts and Telegraphs	...		842,263	948,190	{ 544,000 } 504,600	1,180,000
Rents, etc.	...	...	176,812	218,776	220,120	264,000
Interests	...	...	361,822	299,011	207,910	334,000
Port and Harbour Dues			334,959	585,505	603,000	749,000
Miscellaneous	...	...	615,419	† 1,708,678	1,307,278	1,700,000
Land Sales	...	...	417,728	648,521	110,000	264,000
Total Ordinary Revenue	...		23,041,931	23,796,347	23,690,068	29,546,000

EXTRAORDINARY REVENUE

Contribution from the proceeds of the realisation of the former Japanese Assets:

			Actual	Estimated	Revised
			1953	1954	Estimates
			\$	\$	1955
					\$
War Damage Compensation	...	‡ 2,428,600	196,351	1,000,000	864,000
Playing Fields, Youth Centres, etc.	...	—	61,675	200,000	206,000
Jeep Tracks, etc.	...	—	—	—	675,000
Contribution from Foreign Operations Administration towards cost of reconstruction of wharves		245,612	689,947	742,000	912,000
Reimbursement from loan funds in respect of compensation paid on relinquishment of timber rights	... ..	—	‡ 3,374,672	—	—
Colonial Development and Welfare Grants	...	2,999,711	3,615,086	5,223,526	4,279,000
Grant-in-aid from Her Majesty's Government		1,500,000	2,700,000	—	—
Total Extraordinary Revenue	... ..	7,173,923	10,637,731	7,165,526	6,936,000
Total Revenue	...	30,215,854	34,434,078	30,855,594	36,482,000

NOTES:

* Includes arrears of Income Tax.

† Includes arrears of Currency Profits.

‡ Includes reimbursement in respect of expenditure incurred during previous years.

ORDINARY EXPENDITURE

	Actual		Estimated	Revised
	1953	1954	1955	Estimates
	\$	\$	\$	1955
				\$
Charges on account of the Public Debt ...	—	163,314	326,628	327,000
Pensions ...	655,621	693,530	591,273	1,031,000
Governor ...	114,161	117,747	133,612	142,000
Accountant-General ...	130,375	180,115	160,257	165,000
Administrator-General ...	23,386	32,344	33,950	36,000
Agriculture ...	243,442	264,261	357,302	373,000
Audit ...	81,167	91,881	80,938	82,000
Broadcasting and Information ...	*	*	91,054	80,000
Civil Aviation ...	248,571	221,325	358,481	173,000
Commissioner-General's Establishment ...	101,234	47,502	51,600	49,000
Education ...	625,910	938,073	1,208,366	1,096,000
Forests ...	685,861	745,398	858,429	798,000
General Clerical Service ...	919,310	1,046,862	1,045,200	1,134,000
Judicial ...	96,483	67,875	67,367	115,000
Labour and Welfare ...	88,635	106,444	93,320	90,000
Lands and Surveys ... †	45,966 †	29,967	493,632	535,000
Legal ...	45,888	52,949	44,021	40,000
Marine ...	603,368	445,901	475,710	430,000
Medical ...	1,934,514	2,143,384	2,384,441	2,293,000
Miscellaneous ...	452,003	254,605	728,444	1,009,000
Police ...	1,879,350	1,911,526	1,932,879	1,970,000
Posts and Telegraphs ...	1,117,589	1,055,645	1,289,540	1,192,000
Printing ...	178,725	187,925	222,396	263,000
Prisons ...	151,414	123,568	172,228	126,000
Public Works Department ...	437,255	470,442	528,122	479,000
Public Works Recurrent ...	1,023,151	1,610,986	2,148,380	2,434,000
Public Works Non-Recurrent ...	639,885	740,219	853,100	1,038,000
Railways ... ‡	198,691	161,793	177,433	83,000
Residencies and District Offices ...	1,750,648	1,654,544	1,548,855	1,548,000
Secretariat ...	307,779	240,994	223,439	234,000
Survey ...	472,407	481,321	¶	¶
Town Authorities ...	—	—	\$ 103,848	\$ 102,000
Trade and Customs ...	371,497	368,733	348,107	330,000
Total Ordinary Expenditure ...	15,624,286	16,651,173	19,132,352	19,797,000

NOTES:

* Previously included under Head Residencies and District Offices.

† Expenditure under Head Survey shewn separately.

‡ Railways—

Revenue \$1,120,954 \$1,209,483 \$1,183,720 \$1,319,000

Ordinary Expenditure .. 1,319,645 1,371,276 1,361,153 1,402,000

Deficit \$ 198,691 \$ 161,793 \$ 177,433 \$ 83,000

¶ Included under Head Lands and Surveys.

\$ Previously included under Head Residencies and District Offices.

RECONSTRUCTION AND DEVELOPMENT EXPENDITURE

	Actual		Estimated	Revised Estimates
	1953	1954	1955	1955
	\$	\$	\$	\$
Borneo War Damage				
Claims Commission ...	377,672	196,351	1,000,000	864,000
Harbour ...	461,804	856,233	1,559,000	1,273,000
Lands and Surveys ...	243,588	230,533	225,000	45,000
Marine ...	61,544	32,055	23,000	15,000
Miscellaneous Services ...	114,728	1,507,389	1,200,000	2,778,000
Posts and Telegraphs ...	—	194	49,800	41,000
Printing ...	27,971	—	—	—
Public Works Non-				
Recurrent ...	7,790,683	6,681,246	6,512,000	5,745,000
Railways ...	428,780	995,440	1,759,000	1,448,000
Colonial Development and Welfare Schemes ...	2,997,525	3,882,981	5,223,526	4,144,000
Total Reconstruction and Development ...	12,504,295	14,382,422	17,551,326	16,353,000
Total Expenditure ...	28,128,581	31,033,595	36,683,678	36,150,000

Local Authorities				Revised Estimates 1955
Jesselton Town Board:				
Revenue ...	...	...	...	\$370,633
Expenditure ...	...	...	...	* 380,342
Sandakan Town Board:				
Revenue ...	...	...	...	227,654
Expenditure ...	...	...	...	191,574
Labuan Town Board:				
Revenue ...	...	...	...	116,223
Expenditure ...	...	...	...	113,202
Tawau Town Board:				
Revenue ...	...	...	...	62,051
Expenditure ...	...	...	...	52,777
Kota Belud Local Authority:				
Revenue—General ...	...	...	\$53,961	
Subvention from Government ...	...	...	52,757	
Loan ...	...	...	20,800	
				107,518
Expenditure ...	...	...	...	79,902
Sipitang Local Authority:				
Revenue—General ...	...	...	\$33,057	
Subvention from Government ...	...	...	15,000	
				48,057
Expenditure ...	...	...	...	47,782

NOTE:—*Deficit met from surplus balances.

Public Debt

The public debt of the Colony at the close of 1955 was \$6,532,543, which represents the North Borneo 4% Inter-Colonial Loan 1964-69. This loan was raised during 1954, the price of issue being £97.15.0 per £100 stock and the balance of the

Sinking Fund as at 31st December, 1955 being \$99,656. This loan has been utilised as follows:

Compensation to British Borneo Timber Company, Limited, for relinquishment of exclusive rights	\$3,375,000
Water Supplies	1,394,000
Electricity Supplies	1,422,000
Telephone Development	141,000
Charges on raising loan	163,000
	<hr/>
	\$6,495,000

A small balance of the loan still remains unallocated.

TAXATION

Customs Tariff

The principal Import Duties are those levied on wines, spirits, tobacco, machinery, petroleum products, perfumery and cosmetics, footwear, metal manufactures, rice, sugar, tea, milk and milk powder, confectionery, motor vehicles and accessories and textiles. Certain types of goods of Commonwealth origin are admitted at preferential rates of duty. In general, items not covered by the Free Import List and not specifically mentioned in the Import Tariff attract duty at the rate of 10% *ad valorem*. The Free Import List includes (subject to specified conditions) goods imported from Sarawak and Brunei on which import duty has been paid in either of those territories, building materials, fish, livestock, meat, medical preparations(B. P. C.), educational supplies, and materials for the packing of local produce.

The Export Tariff provides for duties on agricultural and forest produce, livestock and animals, mineral produce, sea produce and timber. Where specific mention is not made of any item in either the Export Tariff or Free Export List, a duty of 5% *ad valorem* is charged. The Free Export List includes (*inter alia*) any articles, animals or goods, which have previously been imported into the Colony, gambier, pepper and certain other articles approved by the Conservator of Forests and Commissioner of Trade and Customs.

The Transit Tariff covers coal and timber only.

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 are used.

Poll Tax

The Poll Tax Ordinance (Cap. 102) (as amended) provides for the annual payment of \$1.50 by each able-bodied adult male native. Generally, persons who pay a total annual sum of \$3 or more by way of land rent and boat registration fees are exempted from the payment of Poll Tax. The estimated revenue yield from this source during 1955 was \$65,000.

Income Tax

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

Companies and non-resident persons ...	40%
Non-residents who are British subjects or British protected persons are eligible for proportionate personal reliefs at the rates applicable to residents.	
Individuals—	
On the first \$12,000 of chargeable income	3½%
„ „ next 12,000 „ „ „	5%
„ „ „ 28,200 „ „ „	10%
„ all chargeable income in excess of \$52,200	20%

Personal allowances—

unmarried person	2,400
married couple	3,000

children—each child \$600 subject to a maximum allowance of \$1,200. The allowance may be increased to actual cost of education (subject to a maximum of \$1,200 for one child and \$2,400 for two or more children) where children are being educated elsewhere than in British Borneo.

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

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

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 any one time to \$50.00 for the business of a shipper engaged only in the carriage coastwise of passenger 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 OF ESTIMATED ASSETS AND LIABILITIES AS AT 31st DECEMBER, 1955

LIABILITIES		ASSETS	
Drafts and Remittances ...	...	CASH:	
Deposits ...	...	Local Balances ...	\$ 713,000
Special Funds—		With Agents ...	103,000
Custodian of Property ...	\$ 462,000	London Balances ...	5,520,000
Administrator of Japanese Property ...	...		<u>\$ 6,336,000</u>
Colonial Development and Welfare Grants ...	3,693,000	Special Funds Investments ...	707,000
Miscellaneous Funds ...	758,000	Surplus Funds Investments ...	8,778,000
	904,000	Advances ...	2,711,000
	<u>5,817,000</u>		
North Borneo 4% Inter-Colonial Loan 1964/69 ...	6,533,000		
Less Expenditure ...	5,683,000		
	<u>850,000</u>		
Supplies Department ...	1,731,000		
Other Governments and Administrations ...	42,000		
General Revenue Balance ...	7,943,000		
	<u>\$18,532,000</u>		<u>\$18,532,000</u>

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 and \$10,000. Of the above, the notes of denominations of from one to fifty cents are being withdrawn from circulation as and when handed into treasuries, but they are still legal tender;

(b) Cupro-nickel coin in denominations of 5, 10, 20 and 50 cents;

(c) Copper and bronze coins in denominations of one cent.

British North 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 during 1955 is \$43,000,000.

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 to sterling the value of the dollar is taken as 2s. 4d. The following are useful conversion formulae:—

(a) dollars a month $\times 7/5$ = pounds a year.

(b) dollars into pounds: divide by 10 and add one-sixth to the resultant figure.

(c) pounds into dollars: multiply by ten and subtract one-seventh.

(d) nine dollars = 1 guinea.

(e) sixty dollars = £7.

Banking

There were two banks operating in North Borneo during the year, the Chartered Bank of India, Australia and China, and the Hongkong and Shanghai Banking Corporation. Both have branches at Jesselton and Sandakan, and provide agency facilities at Labuan. The Hongkong and Shanghai Bank also has a branch at Tawau and the Chartered Bank of India, Australia and China has an agency at Kudat. Both Banks provide Savings Bank facilities.

Chapter 5: Commerce

General

THE value of domestic imports into the Colony, including goods imported into bond, exceeded the corresponding 1954 total by \$13.3 million; while the aggregate value of domestic exports, exports from bond and re-exports, was \$27.6 million more than in the previous year.

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

Year		Imports \$(000,000)	Exports (including re-exports) \$(000,000)	Balance of Trade	
				(+)	(-)
1938	...	6.4	9.8	+	3.4
1939	...	6.5	13.5	+	7.0
1940	...	10.0	20.3	+	10.3
1941 - 1946		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

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

The favourable balance of visible merchandise trade, exclusive of banking and investment credit transactions, for the year showed an excess of \$17.2 million of exports over imports. Compared with 1954, timber exports rose by 24% in value while the market price remained virtually unchanged. Tobacco exports increased by 11%, but the market price fell by 17%. Exports of rubber rose by 17% in quantity and 91% in value. The average market price rose by 63%.

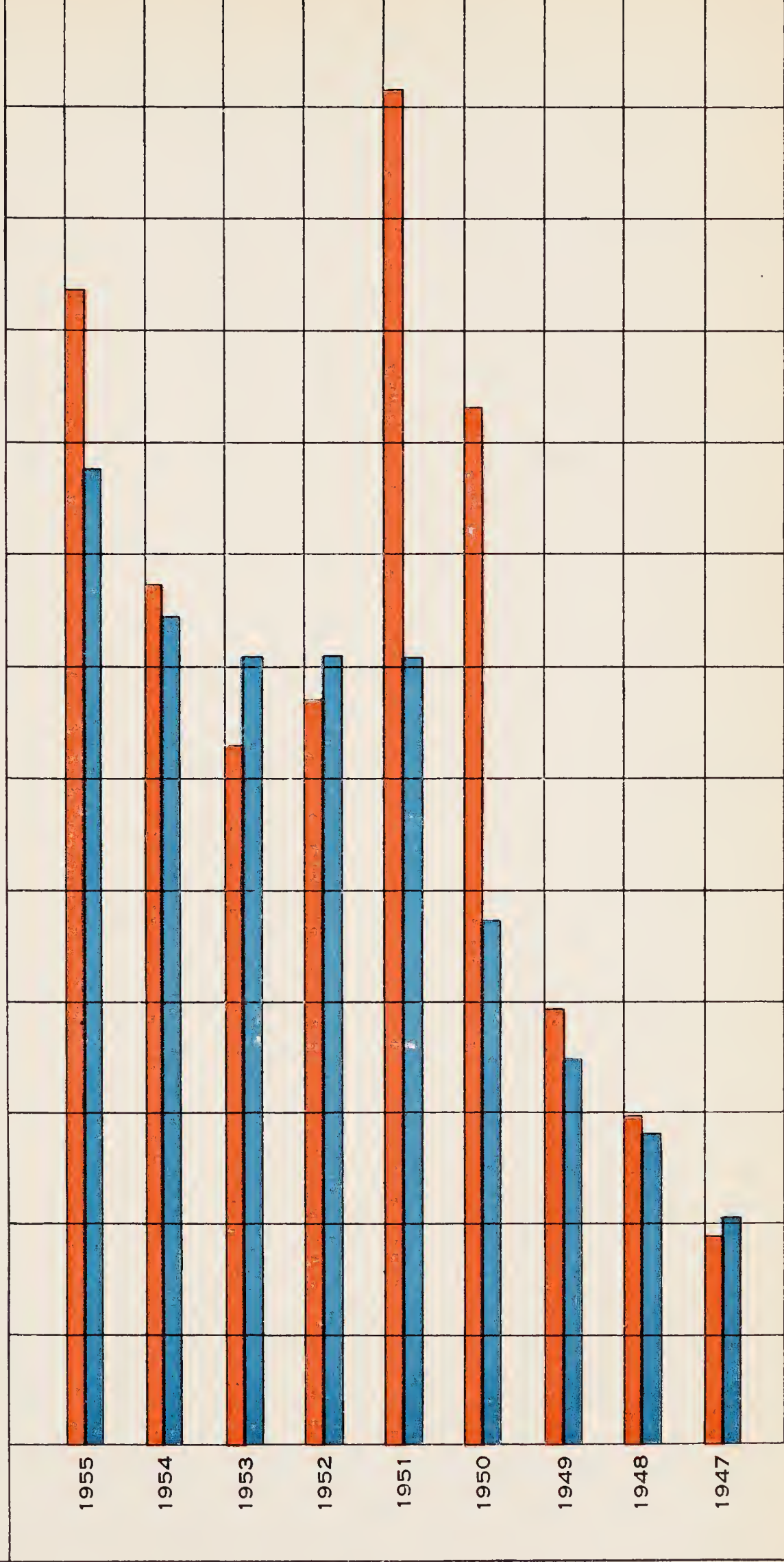
IMPORTS AND EXPORTS

1947 - 1955

(INCLUDING RE-EXPORTS)

EXPORTS

IMPORTS



MILLIONS OF DOLLARS

1955 IMPORTS - EXPORTS

VALUES BY COUNTRY OF ORIGIN AND DESTINATION

IMPORTS EXPORTS

COMMONWEALTH COUNTRIES

HONGKONG

MALAYA

OTHER ASIA

AUSTRALIA & NEW ZEALAND

UNITED KINGDOM

SOUTH AFRICA

CANADA AND BR. WEST INDIES

OTHER COMMONWEALTH COUNTRIES

NON-COMMONWEALTH COUNTRIES

CHINA & FORMOSA

JAPAN

OTHER ASIA

EAST AFRICA

NETHERLANDS

GERMANY

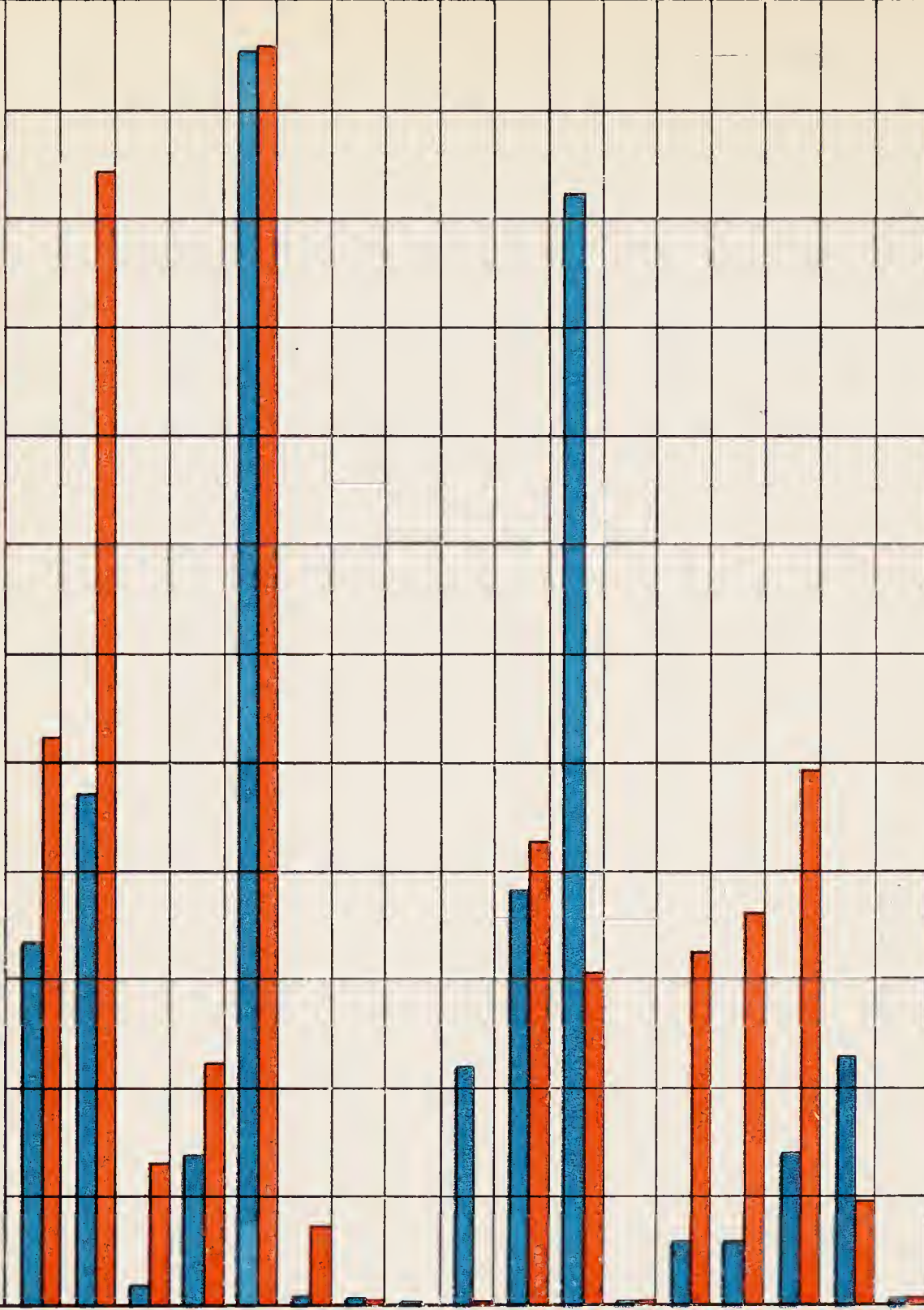
OTHER EUROPE

U.S.A.

OTHER AMERICA

MILLIONS OF DOLLARS

2 4 6 8 10 12 14 16 18 20 22



Imports and Exports

The following show the main imports and exports during the last five years:

MAIN IMPORTS

			1951	1952	1953	1954	1955
Provisions	...	(000 tons)	13.0	11.1	13.5	11.7	15.4
		(million \$)	10.6	9.5	10.0	9.3	13.0
Textiles and Apparel	...	—	—	—	—	—	—
		(million \$)	9.3	4.7	4.5	5.0	5.9
Rice	...	(000 tons)	15.6	14.1	10.4	7.9	15.0
		(million \$)	7.4	8.1	5.9	3.9	6.4
Tobacco, Cigars and Cigarettes	...	(000 lbs.)	720.7	702.4	650.7	770.4	733.6
		(million \$)	3.8	4.5	4.0	4.6	4.2
Sugar	...	(000 tons)	6.7	5.7	5.0	6.3	7.2
		(million \$)	3.7	2.9	2.2	2.7	2.5
Vehicles	...	(Nos.)	10,240	7,936	2,820	2,674	3,580
		(million \$)	3.4	3.1	1.9	2.8	2.2
Metals	...	(000 tons)	5.4	6.0	5.2	5.9	10.9
		(million \$)	4.6	5.3	4.5	5.3	7.5
Building Materials	...	(000 tons)	7.8	18.1	14.0	13.4	23.5
		(million \$)	1.3	3.4	2.3	1.3	2.1
Machinery	...	—	—	—	—	—	—
		(million \$)	2.6	5.8	8.4	8.4	6.9
Oils	...	—	—	—	—	—	—
		(million \$)	3.3	6.8	5.7	5.8	5.0

MAIN EXPORTS

Rubber	...	(000 tons)	21.7	19.1	16.8	17.1	20.1
		(million \$)	86.2	39.1	23.4	24.0	45.9
Timber (Logs and Sawn)	...	(mil cu. ft.)	4.1	3.1	5.2	10.5	13.2
		(million \$)	10.2	8.3	12.3	17.4	21.6
Copra*	...	(000 tons)	23.6	17.6	15.3	26.6	35.2
		(million \$)	15.8	7.5	8.7	13.8	14.2
Firewood	...	(000 tons)	58.7	95.6	53.8	24.5	25.2
		(million \$)	2.4	3.1	1.0	.5	.5
Tobacco	...	(000 lbs.)	224.3	286.2	142.9	311.3	342.5
		(million \$)	1.7	2.1	.6	3.5	3.2
Cutch	...	(000 tons)	4.6	4.0	4.9	5.6	4.1
		(million \$)	1.4	1.8	2.4	2.8	2.0
Dried and Salt Fish	...	(000 tons)	.8	.7	.7	.6	.6
		(million \$)	.6	.6	.5	.5	.4
Hemp	...	(000 tons)	.1	.4	1.2	1.9	2.8
		(million \$)	.3	.5	1.6	1.8	2.2

* Includes re-exports.

Control of Imports and Exports

There are restrictions on the importation of goods from Japan and the U.S. dollar countries; but steps were taken during the year under review in furtherance of the progressive relaxation of import licensing restrictions. The export of certain goods is prohibited except under licence. These include strategic materials and commodities in short supply.

Source and Destination of Goods

The following tables show the value and percentage of total value of imports declared by countries of origin and of exports declared by countries of destination:

PERCENTAGE OF VALUE OF TOTAL IMPORTS BY COUNTRY OF ORIGIN

		1954		1955	
		Values by Country of Origin	Percentage of Total	Values by Country of Origin	Percentage of Total
United Kingdom	...	\$20,458,931	28.15	\$22,913,987	26.82
Malaya	...	8,739,930	12.03	9,371,970	10.97
Hong Kong	...	5,411,493	7.45	6,723,347	7.87
Japan	...	4,973,782	6.84	7,586,531	8.88
U. S. A.	...	4,699,475	6.47	4,581,959	5.36
Philippine Islands	...	4,134,764	5.69	5,018,917	5.88
Australia and New Zealand	...	3,738,931	5.14	2,859,186	3.35
Thailand	...	3,607,016	4.96	7,193,701	8.42
Indonesia	...	3,171,351	4.36	2,687,628	3.15
Netherlands	...	2,414,908	3.33	1,239,876	1.45
Other European non-Commonwealth Countries	...	2,157,319	2.97	2,825,191	3.31
Formosa	...	2,107,056	2.90	2,210,057	2.59
India and Pakistan	...	1,886,288	2.60	1,882,747	2.20
Germany	...	1,545,414	2.13	1,264,278	1.48
China and Macao	...	1,164,030	1.60	2,284,883	2.67
Other Asian non-Commonwealth Countries	...	960,649	1.32	3,602,692	4.22
Other Asian Common- wealth Countries	...	894,166	1.23	399,914	.47
African Commonwealth Countries	...	228,675	.31	212,787	.25
Canada and British West Indies	...	149,468	.21	215,581	.25
African non-Common- wealth Countries	...	92,172	.13	89,474	.10
Indo-China	...	75,909	.10	149,937	.18
Other American non-Commonwealth Countries	...	59,438	.08	85,141	.10
Other European Com- monwealth Countries		—	—	23,838	.03
		<hr/>	<hr/>	<hr/>	<hr/>
		\$72,671,165	100.00	\$85,423,622	100.00
Postal Articles	...	1,665,251		2,024,434	
		<hr/>	Ship's stores and specie	138,801	
		<hr/>		<hr/>	
		\$74,336,416		\$87,586,857	
		<hr/>		<hr/>	

PERCENTAGE OF VALUE OF TOTAL EXPORTS BY COUNTRY OF DESTINATION

			1954		1955	
			Values by Country of Destination	Percentage of Total	Values by Country of Destination	Percentage of Total
United Kingdom	...	...	\$15,609,462	20.21	\$23,193,564	22.45
Other European non-Commonwealth Countries	...	...	13,501,108	17.48	9,895,733	9.58
Malaya	...	...	11,765,745	15.23	20,746,718	20.08
Hong Kong	...	...	8,749,508	11.33	10,562,305	10.22
Japan	...	...	7,365,444	9.54	8,677,698	8.40
Philippine Islands	...	...	3,830,236	4.96	5,203,676	5.04
Australia and New Zealand			3,796,190	4.92	4,461,100	4.32
Germany	...	...	3,575,254	4.63	7,092,488	6.86
U. S. A.	...	...	2,732,763	3.54	1,956,958	1.89
Other Asian Commonwealth Countries	...	...	2,348,642	3.04	2,530,290	2.45
Netherlands	...	...	1,871,769	2.42	6,680,265	6.47
African Commonwealth Countries	...	...	1,086,589	1.41	1,279,307	1.24
Indonesia	...	...	275,189	.36	230,499	.22
Other Asian non-Commonwealth Countries	...	...	189,414	.24	295,815	.29
Other American non-Commonwealth Countries	...	...	188,566	.24	21,621	.02
China and Macao	...	...	137,773	.18	15,514	.01
Thailand	...	..	126,851	.16	60,728	.06
Formosa	...	...	54,949	.08	140	—
India and Pakistan	...	...	13,382	.02	263,231	.25
African non-Commonwealth Countries	...	...	11,613	.01	26,275	.03
Canada and British West Indies	...	...	2,009	—	125,046	.12
Indo-China	...	...	—	—	36	—
			\$77,232,456	100.00	103,319,037	100.00
Postal Articles	...	...	60		17,469	
			<hr/>			
			\$77,232,516			
			<hr/>			
Ship and Aircraft Bunkers and Stores					1,425,709	
					<hr/>	
					\$104,762,215	

The following table shows the percentage by value of each of principal exports taken by the several countries of destination:

<i>Rubber</i>			<i>Estate Tobacco</i>		
		<i>per cent</i>			<i>per cent</i>
Malaya ...	...	35.5	United Kingdom ...	...	98.5
United Kingdom ...	...	32.9	Netherlands ...	...	1.5
Hong Kong ...	...	10.8			<hr/>
Germany ...	...	10.5			100.00
Other European non-Commonwealth Countries ...	...	9.3			
U. S. A. ...	...	.4	<i>Cutch</i>		
Netherlands ...	...	.3			<i>per cent</i>
Canada and British West Indies ...	...	.1	U. S. A. ...	...	60.3
Other Asian Commonwealth Countries ...	...	.1	Japan ...	...	24.8
Other American non-Commonwealth Countries ...	...	.1	Other European non-Commonwealth Countries ...	...	7.5
		<hr/>	Hong Kong ...	...	5.8
		100.00	United Kingdom ...	...	.8
			Netherlands ...	...	.8
					<hr/>
					100.00
			<i>Firewood</i>		
					<i>per cent</i>
			Hong Kong ...	...	100.00
<i>Copra</i>					
		<i>per cent</i>	<i>Timber</i>		
Netherlands ...	...	44.4			<i>per cent</i>
Other European non-Commonwealth Countries ...	...	37.9	Japan ...	...	36.2
Germany ...	...	13.0	Hong Kong ...	...	20.5
United Kingdom ...	...	3.1	Australia ...	...	19.7
Malaya ...	...	.7	United Kingdom ...	...	11.5
Other Asian non-Commonwealth Countries ...	...	.5	African Commonwealth Countries ...	...	5.9
Other Asian Commonwealth Countries ...	...	.3	U. S. A. ...	...	2.5
China and Macao ...	...	.1	Germany ...	...	1.1
		<hr/>	Other Asian Commonwealth Countries ...	...	.8
		100.00	Malaya ...	...	.6
			Netherlands ...	...	.7
			Other European non-Commonwealth Countries ...	...	.3
			African non-Commonwealth Countries ...	...	.1
			Canada and British West Indies ...	...	.1
					<hr/>
					100.00
<i>Hemp</i>					
		<i>per cent</i>			
United Kingdom ...	...	73.7			
Japan ...	...	13.5			
Germany ...	...	5.9			
Netherlands ...	...	2.4			
Australia and New Zealand ...	...	2.3			
Other European non-Commonwealth Countries ...	...	1.7			
Malaya ...	...	.3			
South Africa ...	...	.1			
Canada and British West Indies ...	...	.1			
		<hr/>			
		100.00			



(J. E. Longfield)

Bokan Murut women at Keningau airfield.



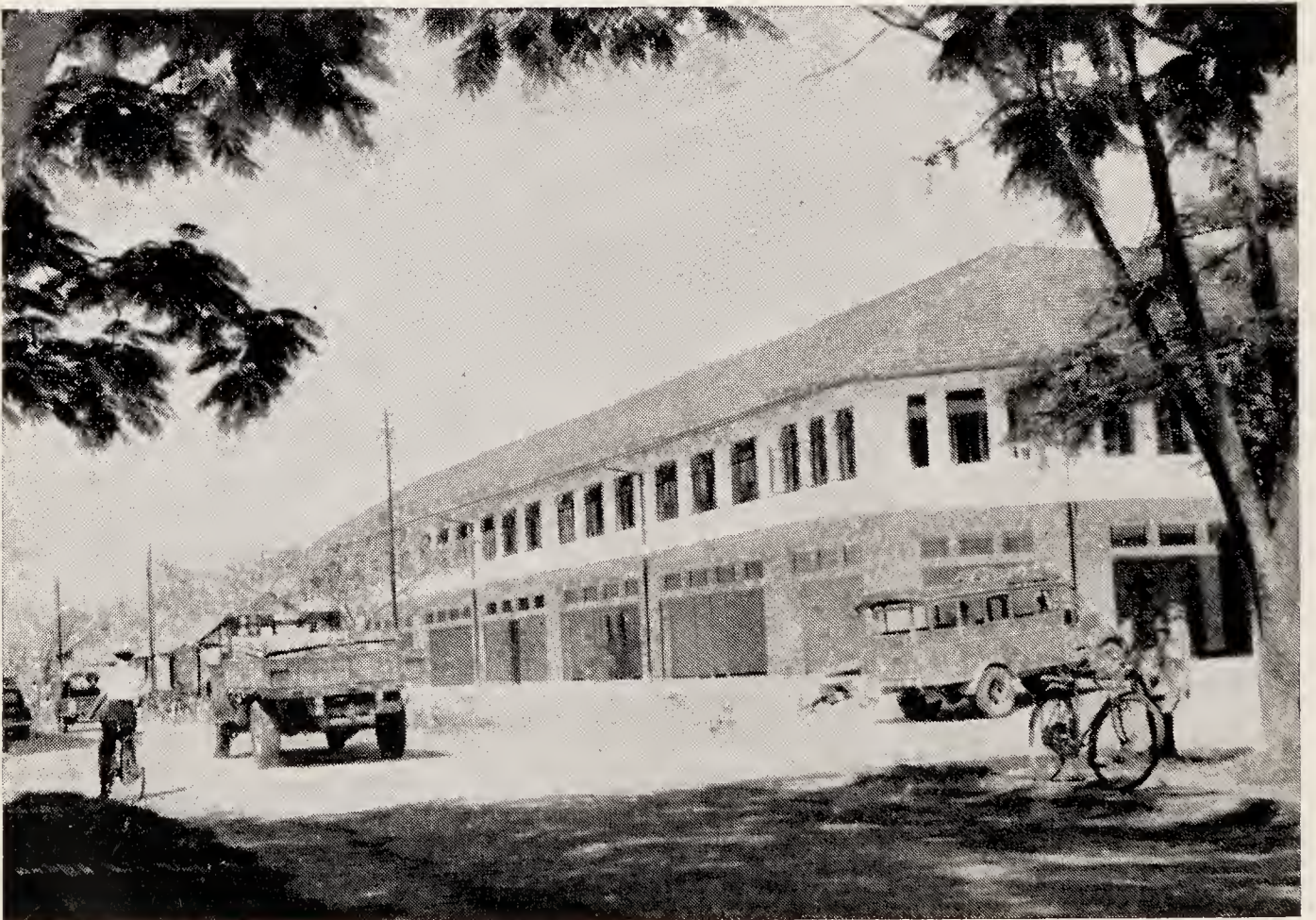
(Hwa Che Peng)

The new administrative building at Papar.



(R. Knowles)

The temporary Central Government Offices at Jesselton.



(R. Knowles)

New shops at Jesselton.

Transit Trade

The transit trade along the whole coast of the Colony during the year totalled approximately 83,765 tons compared with approximately 220,283 tons during 1954. Much of this traffic was handled by the British Malayan Petroleum Co. The decrease in trade in 1955 was caused by a significant fall in imports by the Company into Brunei (through Labuan) and by the commencement of direct shipments from Singapore to Brunei at the end of 1954.

Importation of Essential Commodities

The Government Supplies Department ceased to be responsible for the importation of rice, but the Food Controller continued to regulate the importations now made by commercial houses.

Statistics

The production of trade statistics by mechanical process on the basis of the Standard International Trade Classification was commenced in 1955 with assistance under a Colonial Development and Welfare Scheme. The Statistical Officer and the Supervisor were sent for a training course at the Department of Statistics, Singapore to study the collection of statistical data and the operation of Powers-Samas accounting machines. A lady Supervisor from the Department of Statistics, Singapore was seconded to North Borneo for a period of approximately three months to train four locally recruited girls in the operation of the automatic key punch and the auto-verifier. The mechanical equipment, which consists of three automatic key punches, one auto-verifier and one hand punch, arrived in January, when work was commenced. Since the department does not possess a sorter and a tabulator with which to conduct the final process of sorting out and tabulating the desired information, it was necessary to make arrangements with the Department of Trade and Customs, Sarawak, which has a complete set of Powers-Samas accounting equipment. The statistical data is now compiled mechanically in Jesselton and collated and tabulated by the Department of Trade and Customs, Sarawak. It has so far been possible to produce only a monthly Customs abstract by ports and a quarterly report on the Colony's external trade. Printing of the quarterly report has been undertaken by the Government Printing Department, Sarawak.

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 largely primeval forest, unpopulated and without communications other than jungle tracks and rivers negotiated with difficulty. The greater part of the population is settled in the areas represented by the West Coast and Interior Residency. 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, is largely uninhabited.

A table at Appendix IV gives details of the planted acreages of the main crops of the Colony by districts. Some of the acreages and particularly that of hill padi in the Interior have had to be partly estimated in the absence of a full survey, and entire accuracy is not, therefore, claimed for these figures. Pasture areas exist in the Kota Belud district and in the Keningau Plain, but are of secondary importance compared with arable cultivation. Increasing concern is being felt over the large areas of alienated but uncultivated land, which are a legacy of the former Chartered Company's policy to encourage the entry of capital by granting large concessions without the safeguard of adequate cultivation clauses.

All unalienated land is the property of the Crown. Forest reserves at present constitute approximately 727 square miles, but will in due course be increased to approximately 3,000 square miles when the extensive timber concession areas on the East Coast are included. Native reserves amount to 45,000 acres, and reserves for other purposes 11,000 acres. Concessions for oil and certain mineral rights cover the island of Labuan and 1,000 square miles of the mainland.

Shifting cultivation remains a serious problem and is particularly harmful when practised in virgin high forest. The extent of the destruction is not easy to assess, but in the north-east of the Colony aerial photographs and ground inspections have shown that within the last few years appreciable areas of valuable timber have been burnt and further damage is being caused elsewhere. There is no simple solution. The felling of virgin forest, as opposed to secondary growth, is against the law, but offences are difficult to locate and the effect of prosecution is in any case doubtful. In the long run the solution is to induce the hill-folk to adopt a more settled form of agriculture in the lowlands where

they will have readier access to medical, educational and other social services, but the process must be gradual; and the present policy is to ensure as far as possible the success of modest schemes for resettlement rather than to risk failure by attempting ambitious schemes at the outset.

A scheme (the Binaong Settlement Scheme, which is financed from Colonial Development and Welfare sources), to settle 100 families, who had previously practised shifting cultivation in the hills, on the level and more fertile plain at Bingkor in the Keningau district, was started in 1953 and has proved most successful. Other settlement schemes are in progress in the Ulu Kimanis area of the Papar district, where both Dusun and Chinese settlements have been made, at Entabuan in the Tenom district and at Ansip near Keningau. A project to attract concentration of population at Penungah in the Kinabatangan district has been planned and its introduction awaits the survey and demarcation of approximately 500 acres of flat land which, according to soil tests, are likely to be suitable for agricultural purposes. From the Labuk district north of Sandakan, selected headmen have been sent to the Kota Belud district to learn wet padi and *kendinga* (dry padi) cultivation with the object of instructing their people in more advanced and settled methods of agriculture than the shifting system pursued at present. This scheme also is financed from Colonial Development and Welfare sources.

Proper land utilisation cannot be planned in the absence of topographical, geological and soil maps. Progress has been made in the preparation of standard cadastral sheets, in which some topographical information is recorded, and in the compilation of soil maps by two soil scientists attached to the Department of Agriculture. Soil surveys during 1955 were carried out in the Keningau plain and in the Ranau district on the West Coast and in the Semporna Peninsula on the East Coast. Geological reconnaissance is well advanced. There is no land utilisation policy as such applicable to the whole Colony; it is considered that it is at the district level that it is most necessary to plan alienation and settlement of land. Proposals for settlement and for the development of new agricultural areas are examined initially by District Teams which, if they consider there are grounds for proceeding, request the Agricultural Department to carry out soil reconnaissances or surveys, if these have not already been carried out in the course of the Department's investigation of the soils of the Colony as a whole. If the reconnaissances or surveys are favourable a land utilisation plan is drawn up which is forwarded to Government for consideration.

Lands and Survey Department

The Lands and Survey Department is under the direction of a Director of Lands and Surveys, who is assisted by a Deputy

Director. Departmental headquarters are at Jesselton. Considerable difficulty has been experienced in the recruitment of technical staff, especially of qualified surveyors. At the end of 1955 the staff position was as follows:

- 1 Director of Lands and Surveys
- 1 Deputy Director of Lands and Surveys
- 1 District Surveyor

Field Staff

- 2 Supervising Surveyors (Grade "A")
- 1 Supervising Surveyor (Grade "B")
- 41 Surveyors (Time-scale)

Office Staff

- 1 Office Superintendent
- 1 Chief Draughtsman
- 1 Chief Computer
- 6 Draughtsmen/Computers (Grade "B")
- 32 Draughtsmen/Computers (Time-scale)
- 11 Clerks
- 4 Messengers.

In addition, eighteen surveyor mandors, thirty-two chain-men and eighty-three labourers were employed. The field staff consisted of theodolite surveyors, prismatic compass surveyors and probationers under training.

The total land revenue collected by the Department during the year was \$1,398,532.94 compared with \$1,591,127.50 in 1954. This revenue was derived principally from land rents (\$672,265.85) and premia on leases (\$266,344.57). The total expenditure of the Department, including special expenditure, was \$575,317 as compared with \$741,821.82 in 1954.

The work of the Survey section of the Department is concerned mainly with title surveys, the survey of road traces, reserves and settlement and irrigation projects, the preparation of town plans, and the supply of photostats, prints and tracings to other Government departments and to the public. The Lands section is concerned primarily with the issue of new titles to land, the registration of transactions and the collection of premia and rents.

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 lease-hold available to anybody and title by entry in the Register of Native Titles confined to Natives. The Reconstitution of Land Title Registers Ordinance (Cap. 120) and the Reconstitution of Land Office Records (Labuan) Ordinance (Cap. 119) were enacted to make

provision for the reconstitution of land titles and registers lost or destroyed during the last war. This work has necessarily taken up a great deal of the time of the headquarters staff and of Assistant Collectors of Land Revenue and has not yet been completed. 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 to the Resident.

A native is defined by law as either:

- (a) a person both of whose parents are or were members of a people indigenous to the Colony; or
- (b) a person ordinarily resident in the Colony and being and living as a member of a native community—
 - (i) one at least of whose parents or ancestors is or was a native within the meaning of (a); or
 - (ii) one at least of whose parents or ancestors is or was a member of a people indigenous to—
 - (1) the State of Brunei; or
 - (2) the Colony of Sarawak; or
 - (3) the territories of the Federation of Malaya, the Colony of Singapore or the former Straits Settlements; or
 - (4) the territories of the Indonesian Archipelago including that part of the island of Borneo not comprised in the Colony, the State of Brunei and the Colony of Sarawak; or
 - (5) the Sulu group of the Philippine Islands.

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 1955 was 2,014, as compared with 1,580 dealings registered in 1954. Details of the dealings registered are as follows:

<i>Nature of dealing</i>				1955	1954
Charges	...	...	...	331	284
Satisfactions of Charges			...	222	174
Surrenders of Titles	...		...	215	204
Transfers	...	...	...	988	688
Orders in respect of estates of deceased registered proprietors of land	...	...	...	178	173
Various, not otherwise classified			...	80	57
TOTAL				2,014	1,580

Applications for Crown land reported to have been filed in District Land Offices in 1955 totalled 5,074 and involved approximately 41,700 acres. 3,750 applications in respect of 21,617 acres were for land to be held under Native Title.

Land Ownership

The area held under Native Title excluding native reserves is approximately 139,922 acres. Generally speaking, the land occupied by natives is rice land, or 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 provisions 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 occupy approximately 558,098 acres. Of this area 281,700 acres are European-owned, and the balance of 276,398 acres is occupied by Asians, the majority of whom are persons of Chinese descent.

The European-owned land is generally used for such large-scale commercial crops as rubber, tobacco and Manila hemp, but a big proportion of the total area remains unplanted. The land occupied by Asians is generally used for rubber, coconuts, rice or vegetable gardens.

AGRICULTURE

There has been continuing interest in agriculture of all kinds. For the third year in succession the padi harvest constituted a record. The prices for rubber smoked sheet remained consistently high and the coming into force of the Rubber Industry Replanting Fund Ordinance on the 1st April resulted in a demand by smallholders for planting material which it is straining the resources of the Rubber Fund Board to satisfy.

In spite of the high price paid for his cash crop rubber, the North Borneo smallholder exhibited a sense of proportion in maintaining his interest in general agriculture and its principles.

Agricultural stations continued to develop and three new ones were started. The soil survey was extended and an important discovery of a new area of basaltic soil in the Tawau area was made during the year.

An increasing volume of exports of livestock from the Colony is developing, and owners are showing greater interest in prophylaxis. There were no major outbreaks of epidemic disease.

Rice

The 1954-55 padi crop again proved to be a record with a total estimated yield of 57,083 tons of padi (equivalent to 35,931 tons of rice calculated on a milling return of 62%). This is an increase of 15% over the 1954 record of 31,136 tons.

71,721 acres were planted with padi of all types; of this total 44,940 acres were planted with wet padi and yielded 46,074 tons while approximately 27,780 acres gave just over 11,000 tons of dry padi of either the hill or lowland type.

The prospects for the 1955-56 rice harvest may be described as fairly good. The Colony is dependant on suitable weather, because the vast majority of wet padi fields depend on rainfall and its conservation. The rainfall has not been so favourable during the current season as during 1954-55 and it is consequently anticipated that there will be a recession from the peak figures of last season.

The market for locally grown padi is free of all controls. As was to be expected prices were low during or immediately after harvest and then hardened as the year progressed.

Because of the considerable quantities of padi available in the *kampongs* continuous efforts were made to improve the quality of and return from milling. In the larger padi growing areas

improved types of mill were encouraged in an effort to convince cultivators that locally grown padi properly milled is capable of producing a rice of a quality normally associated with commercial importation.

Rubber

The local price of rubber rose steadily in the early part of the year reaching a maximum of £333 per ton in August. Thereafter the price settled with week to week variations to around £220, giving an average price for the year of £268 as compared with £168 in 1954 and £162 in 1953. 20,063 tons, valued at \$45.9 million, were exported compared with 17,125 tons in 1954 and 16,844 in 1953.

The total planted acreage is estimated to be about 122,200 acres of which 64,000 comprise estates of over 100 acres. It is probable that less than 10% of the total is planted with high yielding material.

As the greater proportion of all rubber trees in the Colony consists of illegitimate seeding material planted more than twenty years ago, production in the absence of new planting or replanting may be expected to drop at an increasing rate with the onset of senescence.

The Rubber Fund Board was established by Ordinance in 1950 with three official and six (now eight) unofficial members, under the chairmanship of the Director of Agriculture. It is representative of all rubber interests, both large and small, in the Colony. The Board became a body corporate and provision was made for greater unofficial representation by an amending Ordinance in 1954. From the Fund's revenue, derived from a $\frac{1}{4}$ cent per lb. cess on all rubber exported, contributions are made to the Rubber Research Institute of Malaya, the Rubber Development Board and the British Rubber Producers' Research Association.

In order to cope with the serious situation as regards new planting and replanting a Rubber Industry Replanting Ordinance came into force on 1st January, 1955 and from 1st April a cess of two cents per lb. was levied on all rubber exported. The burden of the cess is being mitigated by a reduction of at least two cents on the export duty under a modified export duty formula. Funds created by the cess are used to finance new planting and replanting schemes both for estates and for smallholders. Under the schemes administered by the Board 317,000 clonal stumps were distributed during the year, compared with 141,552 in 1954 and 81,903 in 1953. 1,950,000 clonal seeds were imported for distribution as stumps during the coming season. The Board maintains on an expanding scale its own budwood nurseries and isolated seed garden. During the year 4,001 yards of budwood were distributed as compared with 3,697 in 1954 and 857 in 1953. The demand

continues to exceed production and 3,394 applications covering 15,755 acres have been received in respect of schemes for the 1956 season.

Coconuts and Copra

The area under coconuts remained the same at approximately 45,700 acres. As in 1954 prices offered for copra remained comparatively low. Exports during the year were 35,227 tons of copra (including re-exports), 4.39 tons of coconut oil and 987,864 nuts of which the total value was \$14.2 million as against \$13.8 million in 1954.

An advance was made during the year in the establishment of voluntary District Pest Control Committees to deal with severe outbreaks of the Nettle caterpillar (*Setora nitens*) and the zygænid moth (*Artona catoxantha*).

Tobacco

The acreage of high quality wrapper leaf tobacco produced by the Darvel Bay Tobacco Company at its estate at Lahad Datu was maintained and production showed a substantial increase in spite of flooding, which was responsible for considerable loss of seedlings at the beginning of the season. There was also some damage to leaf due to *cercospora* leaf spot, which is being investigated by the Company's plant pathologist. In all 330,057 lb. of cured leaf valued at \$3.2 million were exported.

Native production consists of a crude sundried leaf produced in the high country of the Crocker Range around Ranau, in the Minokok country at the headwaters of the Kinabatangan river, on the alluvial flats of Marudu Bay and in a new developing area close to Keningau. Most of this is sold in local markets either as cheroots or shredded tobacco. 12,433 lb. valued at \$20,337 were exported.

Abaca (Musa textilis)

The production of Abaca (Manila Hemp) is confined to the fertile basaltic soils of the Semporna Peninsula of the East Coast where Borneo Abaca Limited allied with the Colonial Development Corporation have a planted acreage of 3,714 acres, compared with 3,748 in 1954. The estate produced 2,647 tons of marketable fibre of which 1,720 tons were extracted by the Corona process. This modern line-ahead machine gives an extraction rate of 3.6% by weight of fibre to harvested stem compared with 1.9% by the older semi-manual Hagotan process.

Virus disease of Abaca continued to be a cause for concern. Increasingly strict measures of systematic patrol and eradication have been adopted by the estates in collaboration with their research branch, and investigations carried out into the nature and

transmission of the disease by the Plant Pathologist employed under a Colonial Development and Welfare research scheme. At the end of the year the situation was that a careful system of patrol was in operation coincident with the return of a certain amount of confidence in the future.

Cocoa

Investigation into this crop continues and although the problems of its agronomy have barely been touched there are indications that cocoa production is likely to be limited to particular areas in the Colony. Trials on river alluvium at the Central Agricultural Station, Tuaran have indicated with some finality that conditions there are unsuitable. It appears that impeded drainage coupled with a high water table at certain seasons of the year causes defoliation and stag heading from about the third year onward.

On the other hand trial plantings on basaltic soil on the East Coast show signs of definite promise.

In November the Department received small quantities of seed of the Upper Amazon type from the Department of Agriculture, Malaya.

Sago

The production of sago calls for little comment. Production continued to be limited to local requirements. The main value of the palm at present seems to lie in the manufacture of *attap* palm thatch from the leaves.

Pepper

There has been little or no interest taken in pepper cultivation because of the extremely low level to which prices fell. The few established gardens produced satisfactory crops but overall exports were insignificant.

Other Crops

Maize and groundnuts are grown widely by smallholders throughout the agricultural areas of the Colony, but particularly in the Labuk and Semporna districts on the East Coast, Tenom in the Interior and Kudat and Kota Belud on the West Coast. Production, all of which is consumed locally, was well maintained.

The not-inconsiderable production and export of soya beans from the fertile soils of the Tenom District suffered a slight recession from 1,980.5 tons in 1954 to 1,395.05 tons in 1955. The price offered (around \$20 per picul) was low; and as the crop has to compete in this district with groundnuts and maize for both land and labour, it is probable that growers have placed

more emphasis on the alternatives and that the decline is relative to other crops and does not represent an absolute falling-off of production in the area.

There was a substantial increase in interest in coffee production and new plantings are coming into production. Two areas, at Lahad Datu and Tenom, suffered severely from outbreaks of the Coffee Berry Borer (*Cryphalus hampei*). A further account is given in the section on Pests and Diseases.

Staff and Policy

The staff of the Department consists of a Director of Agriculture, one Senior Agricultural Officer, four Agricultural Officers, two Soil Scientists, a Plant Pathologist, a Stock Development Officer, an Assistant Entomologist, a Senior Fisheries Assistant, three Senior Agricultural Assistants, fourteen Agricultural Assistants and nineteen Junior Agricultural Assistants. The Veterinary Branch consists of a Veterinary Officer, a Laboratory Technician, an Assistant Veterinary Officer, three Veterinary Assistants and five Stock Inspectors.

The principal aims of the Department are to make the Colony self-sufficient in basic foodstuffs, to increase production in well diversified economic crops, to conserve and increase the numbers of livestock, to improve methods of cultivation, to control pests and diseases in both crops and livestock, to survey and open up new areas suitable for cultivation and to undertake research into all branches of local agriculture and animal husbandry in order to obtain accurate knowledge and information on which to base future development.

Agricultural Experimental Stations

The Central Agricultural Station ceased on 1st January to be financed under a Colonial Development and Welfare Scheme and became dependent upon Colony funds. It consists of sixty-eight acres all of which have been fully cleared. Of this area twenty-five acres were given on loan for a year to the Rubber Fund Board where 260,000 clonal rubber stumps were raised and distributed to smallholders. Fourteen acres of low lying ground where the water table is too high and where dryland crops were doing badly as a result were cleared, levelled and bunded and given over to padi experiments. This work consisted mainly of the investigation of new varieties received from the International Rice Commission and of the selection and improvement of local varieties.

From the remaining part of the station 6,250 young fruit trees of good quality were sold. A new fruit budwood nursery has been established together with 30,000 seedlings for distribution in 1956.

A poultry station was established. Two batches each of 200 pure bred Rhode Island Red day-old chicks were imported by air from Australia and 100 fertile eggs from the United

Kingdom. Modern pens and housing were installed and balanced rations worked out. Growth and weight increase were normal and up to international standard for the breed. A number of the Australian birds at about six months developed symptoms of paralysis, very often brought on by cold wet weather, due to leukosis; the infection in all likelihood was brought in by the chicks themselves. As this virus disease is probably transmitted even in the egg it will, unless completely stamped out, limit distribution of breeding stock. So far the birds from the United Kingdom have remained free of infection.

A central fry breeding station for inland fisheries together with a combined office and quarters was constructed.

The agricultural station at Keningau was extended by a further seven acres, while new stations were started at Tawau, Ranau and Kundasan. The latter is at an altitude of 4,200 feet in fairly steep country, and extensive terracing has been undertaken which the local hill Dusun labour force has shown itself very quick to pick up.

The existing wet padi stations at Papar and Inanam undertook investigational programmes, and a start was made on new stations at Keningau and Inanam.

Agricultural Education

Staffing difficulties still militated against the formal establishment of a Farm School which it is hoped will be operating by mid-1956. Nevertheless simple courses were organised and thirty young men from different areas of the Colony underwent a six months' training course comprising both theory and practice at the Central Agricultural Station, Tuaran.

In addition fifteen students, both male and female, of the Chung Wah School, Tuaran attended a course of seven classes in budgrafting of fruit trees and one hundred farmers, Chinese and Dusun, attended classes in budgrafting of fruit and rubber trees. Two courses of one week's duration were run for a limited number of Native Chiefs.

Pests and Diseases

The Coffee Berry Borer (*Cryphalus hampei*) was a pest of major economic consequence during the year and severe damage was caused to coffee holdings at Tenom and Lahad Datu. A detailed scheme involving the use of swing fog spraying machines in conjunction with local pest control committees was instigated towards the end of the year which it is hoped will bring the pest under complete control.

Minor outbreaks of Migratory Locust (*Locusta migratoria manilensis*) were reported from Kota Belud and Kudat districts but remedial measures prevented damage to growing crops.

The Coconut Nettle Caterpillar (*Setora nitens*) caused damage to coconuts in Kudat and Tawau districts. The formation of Coconut Pest Control Committees in both districts, coupled with advice by the Assistant Entomologist, brought the pest under control.

Early measures taken to control the traditional padi pests the Padi Leaf Hopper (*Nephotettix bipunctatus*) and the Rice Bug (*Leptocorisa acuta*) kept damage to a minimum.

Other minor pests dealt with during the year included field rats (*Mus* spp.), a zygænid moth (*Artonacatoxantha*), padi stem borers (*Schoenobius incertellus*), the padi stink bug (*Podops coarctata*) and wild pig (*Sus* spp.)

The investigation of Bunchy Top disease of Manila Hemp (*Musa textilis*) continued with a detailed study of disease symptoms, aphid studies and studies with contact and systematic insecticides. There was also some preliminary work on disease transmission.

Soil reconnaissance

Considerable data, as a basis for advice on land utilization, have commenced to accrue from surveys carried out on the East and West Coasts. On the East Coast attention has been concentrated on locating and surveying further areas of the volcanic soils which characterise parts of the Semporna Peninsula. On the West Coast detailed surveys have been carried out in the Keningau plain and the Ranau-Lohan-Paring-Kundasan area of Ranau District. A further survey of a part of the Tenom plain in the vicinity of Sapong Estate was commenced towards the end of the year.

Mechanisation

The main agricultural stations of the Colony are now largely mechanised and Ferguson tractors with a range of implements are in daily use.

Three farmers at Tenom and one at Tuaran have purchased their own Ferguson tractors, and demands for the use of departmental tractors on a hire basis are greater than can be met. A contract ploughing service run by a local agent proved popular at Inanam and some forty acres of padi land were successfully cultivated.

However, the high capital outlay required for the purchase of tractors and implements, coupled with the difficulties of maintenance in outstations, are proving to be limiting factors to rapid development. A scheme for the establishment by Government of tractor hire services in the West Coast and Interior Residencies, designed to offset these disadvantages, has been under consideration during the year.

Fresh Water Fish Culture

Interest was maintained and a total of sixty-four new fish ponds was established, bringing the Colony total to 556 and increasing the area devoted to fish culture to 24.28 acres. Considerable difficulty is still being encountered in persuading the owners of fish ponds, especially Natives, to "follow up" once their ponds have been constructed and stocked. This consists of feeding, applying fertiliser and going to the trouble of establishing monosexual populations in order to prevent over breeding with consequent reduction in size.

A total of 8,282 fry and fingerlings was distributed. Tilapia (*Tilapia mossambica*) is still the predominant species cultivated although Gorami (*Osphronemus goramy*) and Common Carp (*Cyprinus carpio*) are gaining in popularity. Other species introduced during the year were Grass Carp (*Ctenopharyngodon idellus*), Silver Carp (*Hypophthalmichthys molitrix*) and Big Head (*Aristichthys nobilis*), all of which are showing promise. The stocking of swamps with Tilapia carried out in 1953-54 gave good results during the year but the lack of adequate water control continues to limit the culture of Sepat Siam (*Trichogaster pectoralis*) in wet padi fields.

ANIMAL HUSBANDRY

The Veterinary Branch continued its efforts towards the increase and improvement of livestock.

Livestock Population

There are indications that the livestock population of the Colony is steadily increasing despite a growing export market. An adequate supply of animals for slaughter was forthcoming at local markets throughout the year, and in addition it was found possible towards the year's end to withdraw the prohibition on export of cattle and buffalo.

The following stock was exported:

<i>Animals</i>			<i>Numbers</i>	<i>Value</i> \$
Ponies	...	...	9	8,801
Buffaloes, male	...	...	1,195	357,482
„ female	...	...	141	36,711
Pigs	...	...	3,203	305,165
Goats	...	...	329	8,247
Poultry	...	...	1,792	7,387

The present estimated livestock population of the Colony is: ponies 3,000; cattle 20,000; buffaloes 70,000; goats 20,000; pigs 67,000; poultry 2,500,000.

Pasture Improvement and Cattle Farms

Pasture improvement and control of grazing trials continued to be carried out on the 6,000-acre Sorob Cattle Farm at Kota Belud and on the 80-acre Government cattle station at Keningau, where experimental grass plots have been established to test a number of imported varieties of grasses. At Sorob rotational grazing trials are being made in small subdivided paddocks and electric fencing has been installed to facilitate control.

As a result of the work at Sorob there has been a spontaneous beginning of a system of enclosure by local people. Impressed by the condition of the cattle on the farm, the natives of Kota Belud district have purchased barbed wire and are proceeding to fence their cattle grazing grounds. There is evidence that this enclosure system is spreading to Kudat and Keningau districts. There seems little doubt that in the future this will lead to an improvement in methods of animal husbandry.

Disease

Surra appears to have been brought under control. During 1954 and 1955 no new cases were notified. Precautionary measures have, however, been maintained and during the year all surviving old cases, of which an accurate record is kept, were examined at monthly intervals and prophylactic treatment given. In addition, regular inspections of all ponies were made, at three-monthly intervals in Ranau, Kota Belud and Kudat districts, and at monthly intervals at Keningau and Tambunan.

Ranikhet disease

The campaign against ranikhet disease of poultry, which has proved one of the most successful aspects of veterinary work, continued throughout the year. The prophylactic treatment of the disease with ranikhet vaccine is now accepted with enthusiasm by all sections of the community.

Sulphamezathine has been gaining favour in the treatment of *coccidiosis* and fowlpox vaccine was used during the year, on a limited scale but with considerable success.

The use by livestock owners of proprietary anthelmintics is becoming increasingly popular and is proving effective in combating infestation by internal parasites, which are the principal cause of loss of condition in most types of livestock in the Colony.

Ticks are prevalent amongst ponies and cattle but good results are being obtained by the use of a proprietary brand of hexachlorobenzene, supplies of which are maintained at all cattle and pony centres.

Research

The new laboratory and quarantine station built at Kapayan from Colonial Development and Welfare Funds in 1954 commenced to function early in 1955. A Laboratory Technician loaned by the Commonwealth of Australia under the Colombo Plan assumed duty in December. The training of local staff is now under way and it is hoped in the near future to commence a programme of investigation into the problems which have already been encountered in the field.

General

The caponisation of poultry by means of stilboestrol implantation has gained firm popularity. Individual owners are now adopting this method in favour of the surgical operation hitherto conducted by Chinese specialists.

The introduction of copper bull rings to replace the customary rotan or telephone wire has proved successful. There is a steady demand for copper rings which sell at \$2.00 each.

DRAINAGE AND IRRIGATION

Although recruitment of technical staff for this Branch of the Public Works Department has improved, the situation is still not as satisfactory as it could be, and several posts, including those of Plant Superintendent and Deputy Assistant Engineer, are still vacant.

The Papar irrigation and drainage scheme, which was commenced in 1952 and is financed from Colonial Development and Welfare funds, is nearing completion. All three pump houses, together with intake and outlet chambers, have been finished and running tests are in progress on the pumping plant, which consists of eight units with a total capacity of 48,000 gallons per minute. Each of the pumping stations is now ready to deliver water when required. For distributing the water twelve miles of irrigation channels, involving 90,000 cubic yards of excavation, with the necessary junction chambers and control points have been completed.

In the Tuaran district there has been satisfactory progress on a further scheme financed from Colonial Development and Welfare sources for the reclamation of 1,900 acres and the irrigation of 4,750 acres of rice land. Both of the two pump houses planned, together with intake and outlet chambers, have been constructed and the six pumping engines, which have a total capacity of 32,000 gallons per minute, have been tested with satisfactory results. The distribution system of $13\frac{1}{2}$ miles of channels, involving 80,000 cubic yards of excavation, with control points and junction chambers was completed during the year. In



(William Wu)

A Slow Loris.



(R. Knowles)

A butterfly orchid (*Phalaenopsis amabilis*).



(J. L. Greig)

Young cocoa plants growing at Tawau.



(J. L. Greig)

Giant "Elephant Ear" (*Alocasia* sp.) growing in basalt soil at Tawau.
This plant normally grows to a height of six feet.

addition three miles of sea defence bunds involving 60,000 cubic yards of earth-works and two miles of earth road to give access to the reclaimed areas were constructed. The irrigation system is now ready for operation.

At both Papar and Tuaran there has been a certain amount of opposition to the schemes from the local padi farmers, to whom irrigation is entirely new.

In the Klias Peninsula limited progress only was made on the scheme begun in 1954 to reclaim 12,500 acres. This was mainly because of the diversion of mechanical equipment to the work being undertaken at Papar, although, as mentioned in the 1954 Report, it has been decided on account of the disappointing demand for land in the reclaimed area to proceed at a slower rate than was originally planned. About half the land in the first stage of the scheme has now settled; the second half is affected by heavy timber and silted drains which will require to be cleared when equipment becomes available. Work on a number of small schemes in the Interior Residency at Tulid, Mansiat, Tomani, Binaong, Entabuan and Bunsid was continued and further investigations and improvements carried out. In the case of Bunsid work was commenced on a barrage across the Bayayo River to irrigate the portion of the Keningau plain lying between Keningau and Bingkor.

New investigation work was undertaken during the year on a project to irrigate a portion of the Keningau plain at Bingkor and a scheme involving approximately 5,000 acres was drawn up. Plans were also prepared to tie in with the Jesselton drainage scheme for the reclamation of sea swamp and the drainage of peat areas between Jesselton and Penampang, affecting in all a catchment area of 4,000 acres.

FORESTS

Staff, Education, Research and General Review

For the purpose of forest administration the Colony is divided into two divisions—the East Coast and the West Coast divisions with headquarters at Sandakan and at Jesselton respectively. There are altogether six forest districts—Sandakan, Tawau and Lahad Datu on the East Coast and Jesselton, Beaufort and Kudat on the West Coast. The Forest Department, under the direction of the Conservator of Forests, has its headquarters at Sandakan and includes a Headquarters establishment, a Working Plans and Surveys Section, a Research Section and a Timber Inspecting and Grading Section. In 1955 the staff consisted of the Conservator, five Assistant Conservators (one arrived on 22nd April, 1955 and one on 31st December, 1955), four Junior Assistant Conservators (one training in Australia), one Head Ranger, fifty-five Forest Rangers of various grades,

one hundred and sixty-three Forest Guards and forty-one launch crew. Some progress was achieved in making up deficiencies in the junior staff but the Department is still below the authorised establishment and vacancies in the senior staff cause serious concern.

In addition to the staff listed above, a Forest Botanist (in charge of the Research Section), a Forest Ecologist (who arrived on 17th December, 1955), a Working Plans Officer (in charge of the Working Plans and Surveys Section), a Forest Cartographer, five Forest Rangers and one Forest Guard were paid for under Colonial Development and Welfare Schemes.

Two classes totalling thirty-six junior officers received basic training in forestry at the Forest School near Sandakan. The two best students from the second class of 1954 were sent to the Forest School, Kepong, Malaya for a more advanced course: one received a pass certificate and the other failed in one subject. The local school is in the charge of an instructor who conducts much of the training personally but calls in other members of the Department to lecture in certain subjects. The proportion of field work (including silvicultural treatment and sampling) was increased, and clay models were utilised as object lessons for the explanation of silviculture, forest management and erosion control. An extension was made to the School dormitory which doubled the existing area of floor space.

The Working Plans and Surveys Section completed boundary surveys of three proposed forest reserves on the West Coast and re-demarcated six forest reserves on the East Coast. Contour surveys and timber enumerations were made in seven annual licence areas in preparation for working circles, and check surveys of timber resources were begun in the forest block worked by the Kennedy Bay Timber Company, Ltd. A survey designed to produce data for a working plan of the Cowie Harbour mangroves was almost completed, and increment figures for five of the main groups of timbers were analysed to estimate the rotation in concessions. Mapping from aerial photographs continued and by the end of the year 5,000 square miles had been completed and work on a further 2,500 square miles half-finished (these figures include the work of the previous year). The maps are of the East Coast with the exception of 700 square miles covering one proposed forest reserve on the West Coast. Some weeks were spent on the identification of mangrove species on aerial photographs, and further comparison (illustrated by diagrams) was made between volume figures from ground enumeration and the appearance of the same forest on photographs.

The Research Section was largely engaged in the collection of botanical specimens from commercial timber species. The year was memorable for a heavy flowering and fruiting of

important commercial trees (mainly *Dipterocarpaceae*); the large number of collections made in widely distributed localities should greatly help to elucidate the taxonomy of these species. A total of 1,625 specimens were collected, of which duplicates were sent to the most important herbaria including Leiden (Holland), Kew (England), the Arnold Arboretum (United States), Brisbane (Australia), Bogor (Indonesia), Singapore and Kepong (Malaya). Duplicates of *Dipterocarpaceae* only were sent to Oxford (England), Florence (Italy), Manila (Philippines) and Kuching (Sarawak). Taxonomic work on the *Dipterocarpaceae* was held up owing to the disproportionate time spent in collecting, but a *Check List of the Forest Flora of North Borneo* (North Borneo Forest Records No. 6) was being printed in December.

There was a heavy demand for both authenticated and trade wood samples during the year. Two further consignments of commercial timbers were selected for full-scale testing in the United Kingdom, making a total of seven sent to date.

In Sibuga Forest Reserve experimental planting of the commercial timber trees was only slightly extended, the accent being on consolidation of existing plots. Elsewhere experiments were started on herbicidal control of climbers in logged areas, rate of growth of commercial tree saplings in different light intensities, and the cost and effectiveness of different intensities of silvicultural treatment.

For the first time the Colony took part in the Building Trades Exhibition, which has been held at Olympia in London every other year except during wartime for the last sixty years. The North Borneo stand seemed to attract at least its due share of attention and compared favourably with other stands in design and in the quality of the timber exhibited.

The annual British Borneo Territories Forestry Conference was held in Sandakan in November. The delegate from Sarawak was the Conservator of Forests and from Brunei the State Forest Officer. A full agenda was discussed and a report submitted to the Governments of each of the territories. Visitors during the year included the Secretary of State for the Colonies who spent the morning of August 4th at the Kennedy Bay concession area; His Excellency the Governor who visited the Bombay Burmah Trading Corporation, Ltd's concession area at Kalabakan in April; and Professor H. G. Champion of the Imperial Forestry Institute, Oxford, who spent a few days on the East Coast in January.

A White Paper entitled "Timber Industry" was published in the latter part of the year and tabled at the meeting of Legislative Council held in November as Paper No. 34 of 1955. The paper summarised developments in the timber industry in post-war years and set out a new policy designed to secure the regularisation of the timber trade on a long-term basis.

The Forest Estate

The total area of declared Forest Reserves at the end of the year was 727 square miles. Preliminary steps had, however, been taken under the provisions of the Forest Ordinance to effect the reservation of five timber concession areas totalling 2,335 square miles, and a further thirty-six square miles of small residual forest were nearly ready for reservation. Survey and demarcation work is proceeding in respect of an additional 348 square miles of proposed reserve. Completion of this programme will increase the area of reserved forest from 3% to 12% of the total land area. The statement of forest estate according to forest types given in the 1954 Report is unchanged, and is reproduced below:—

	Area	Proportion of the total area of the Colony
(1) Inland dipterocarp forest with commercial possibilities ...	7,876 square miles	26.8 per cent
(2) As above but topography too rough for commercial working under present conditions ...	8,218 square miles	28.1 per cent
(3) Dipterocarp forest of doubtful immediate value because of selective logging in the past or for other reasons ...	2,145 square miles	7.3 per cent
(4) Poor virgin forest, mainly montane ...	1,499 square miles	
(5) <i>Belukar</i> , poorly stocked swamp forests, etc. ...	2,616 square miles	5.1 per cent
(6) Fresh water swamp with commercial possibilities ...	235 square miles	8.9 per cent
		0.8 per cent
TOTAL INLAND FOREST ...	22,589 square miles	77.0 per cent
(7) Mangrove forest ...	1,058 square miles	3.6 per cent

Forest Policy

The Forest policy of the Colony follows the principles laid down at the Commonwealth and other Forest Conferences. It is to constitute as permanent forest reserve all land, the best use of which is the production of timber, having regard to a balanced economy of all the Colony's resources, and to manage it on a sustained yield basis relying on natural regeneration assisted by silviculture.

Conservation and Improvement of Forest Land

As in previous years, shifting cultivation remained largely unchecked and constituted a major problem among forest offences. It is difficult to wean hill people from this custom which has been practised since time immemorial. Legislation, practical demonstration and education can diminish but never entirely eliminate this destruction of the forests. In some districts the only practical solution may well be to accept the custom and concentrate on controlling and regulating its incidence and repairing its effects.

A total of 11,906 acres of forest received silvicultural treatment in the form of regeneration improvement fellings as compared with 11,377 acres in 1954. The work consisted mostly of liberation felling, that is, cutting climbers and poison-girdling (with sodium arsenite using a solution of 6.5 ozs. of sodium arsenite to one gallon of water) non-commercial species which shade or compete with the desirable species. In North Borneo the concentration of commercial species per acre is greater and the destruction to the canopy proportionately worse after logging than in Malaya. It is thought that it may be advisable to depart slightly from the accepted practice and to commence tending operations after a lapse of five years instead of immediately after logging. The islands of high forest will help to preserve the seedlings from the intense competition of invading climbers and other unwanted pioneers until they are well established.

Utilisation

The British Borneo Timber Co., Ltd., The North Borneo Timbers, Ltd., The Bombay Burmah Trading Corporation, Ltd., and The Kennedy Bay Timber Co., Ltd., are the principal timber companies in the Colony and are working on twenty-one year concession agreements. It is expected that three local companies will commence operations on similar terms in 1956. The Standard Agreement entered into with each of the concession holders, with the exception of The British Borneo Timber Co., Ltd., provides for an estimated felling cycle of eighty years. Short-term licences renewable annually have been issued to smaller firms, and sufficient areas have been set aside to ensure that there can be continuity of working for from fifteen to twenty years.

The trend towards mechanised logging initiated by the larger companies continued. Some small producers have adopted tractors for use in conjunction with hand logging methods and have obtained satisfactory results.

Fifty-one sawmills were in operation during the year and some others were in course of construction. The British Borneo Timber Co., Ltd.'s band mill, which was opened in 1954, has not yet reached peak production. A mill being constructed by

the Bombay Burmah Trading Corporation, Ltd., is now nearing completion and it is hoped that it will be in full operation in 1956. The Kennedy Bay Timber Co., Ltd., plan to erect a sawmill and veneer plant at the Company's headquarters at Bakapit (adjacent to their concession area). Details of the sawmills in operation are as follows:—

Ownership	No. of Mills	ANNUAL PRODUCTION CUBIC FEET (Hoppus measure)		
		Input (logs)	Outturn (sawn)	Recovery (per cent)
Chinese ...	42	1,701,644	957,840	56
European ...	8	2,061,035	938,583	46
Native ...	1	3,694	2,263	61
TOTAL ...	51	3,766,373	1,898,686	54

Production

With two exceptions all the common and popular timbers of the Colony are of the family *Dipterocarpaceae*. They include the red serayas (*Shorea* spp.), white seraya (*Parashorea malaanonan*), kapur (*Dryobalanops* spp.) keruing (*Dipterocarpus* spp.) and the hard durable selangan batu (*Hopea* and *Shorea* spp.). Belian (*Eusideroxylon zwageri* T. & B.) and merbau (*Intsia* spp.), the two most important non-dipterocarp species, are particularly suitable for constructional purposes requiring a durable hardwood. Supplies of fuel (firewood and charcoal) are obtained from mangrove swamp forests in which bakau and bangkita (*Rhizophora* spp.), tengah (*Ceriops* sp.) and beus (*Bruguiera* sp.) are the most important species. The steady rise in timber production first apparent in 1954 continued with an increase of 2.9 million cubic feet on the 1954 total. There was, however, a reduction in cutch production as compared with the previous year. The U. S. A. remained the principal buyer of cutch. The output of firewood was greater than in 1954.

PRODUCTION OF FOREST PRODUCE

Commodity	1954	1955	
Timber (total logs and sawn) ...	14,905,437	17,841,688	cu. ft.
Sawn (sawmill outturn true volume) ...	2,114,212	1,898,686	„ „
Firewood ...	1,323,915	1,750,350	pikuls
Charcoal ...	30,785	27,193	„
Cutch ...	5,560	4,412	tons
Bird's nests ...	294	250	pikuls

Trade

Timber exports continued to rise during 1955. Trade was principally in round logs and exports of sawn timber decreased by 15%, notably to the Hong Kong and the United Kingdom markets. For the month of December alone about a million cubic feet of logs and sawn timber were exported. Orders from abroad were heaviest at the close of the year.

Japan led the list of importers with 5,118,873 cubic feet, followed by Hong Kong with 4,049,104 cubic feet.

Exports to the United Kingdom declined rather alarmingly during the first half of the year but recovered in the later months to exceed the 1954 total.

EXPORTS OF ROUND TIMBER FROM NORTH BORNEO
COMPARATIVE QUANTITIES AND VALUES BY DESTINATIONS

<i>Destination</i>		1954		1955	
		<i>Quantity*</i>	<i>Value</i> \$	<i>Quantity*</i>	<i>Value</i> \$
Australia	...	1,712,416	3,374,741	2,051,230	3,993,078
Holland	...	19,518	73,610	30,761	76,351
Hong Kong	...	2,507,749	2,383,610	3,745,458	3,804,504
Japan	...	4,359,997	6,532,220	5,118,873	7,938,311
South Africa	...	421,865	794,446	510,254	976,954
United Kingdom		470,612	1,277,348	719,899	1,996,884
U.S.A.	...	222,773	509,012	194,640	523,573
Others†	...	120,681	173,809	148,810	286,628
TOTAL	...	9,835,611	15,118,796	12,519,925	19,596,283

Average price

per cubic foot

\$1.54

\$1.57

EXPORTS OF SAWN TIMBER FROM NORTH BORNEO
COMPARATIVE QUANTITIES AND VALUES BY DESTINATIONS

<i>Destination</i>		1954		1955	
		<i>Quantity*</i>	<i>Value</i> \$	<i>Quantity*</i>	<i>Value</i> \$
Australia	...	14,077	54,629	44,939	160,795
Holland	...	8,798	36,183	22,079	94,300
Hong Kong	...	383,028	647,023	303,646	516,720
Japan		—	—	—	—
South Africa	...	91,990	345,338	81,746	299,943
United Kingdom		178,155	1,222,636	134,631	699,844
U.S.A.	...	11,476	44,432	10,861	26,427
Others†	...	83,870	226,837	74,046	192,617
TOTAL	...	771,394	2,577,078	671,948	1,990,646

Average price
per cubic foot

\$3.34

\$2.96

NOTE:—

* Quantity in cubic feet;
Logs, in Hoppus $\frac{1}{4}$ girth;
Sawn, as measured.

† Includes Belgium, Brunei, Egypt, Germany, Indonesia, Italy, Malaya, Philippines, Norway, Sarawak, Singapore, Ship use, South Arabia, Sweden and Taiwan.

EXPORTS OF TIMBER — LOGS AND SAWN — IN TERMS OF
SAWN TIMBER, 000S OF CUBIC FEET

1947	...	...	...	1,567
1948	...	...	...	2,860
1949	...	...	...	3,064
1950	...	...	...	3,265
1951	...	...	...	3,535
1952	...	...	...	2,741
1953	...	...	...	4,512
1954	...	...	...	9,202
1955	...	...	...	11,403

[Based on the formula — $\frac{6}{7}$ Vol. (Logs) + actual Vol. (Sawn)].

EXPORTS OF FOREST PRODUCE

<i>Commodity</i>	1954		1955	
	<i>Quantity</i>	<i>Value</i> \$	<i>Quantity</i>	<i>Value</i> \$
Timber—logs (cu. ft.) ...	9,835,611*	15,118,796	12,519,925*	19,596,283
Timber—sawn (,, ,,) ...	771,394†	2,577,078	671,948†	1,990,646
Firewood (pikuls) ...	411,869	524,661	424,038	516,068
Charcoal (pikuls) ...	3,998	15,469	2,201	8,981
Cutch (tons) ...	5,566	2,782,834	4,112	2,020,795
Damar (tons) ...	1,213	330,785	1,566	371,160
Birds' Nests (pikuls) ...	252	114,389	238	110,087
Other minor forest produce (tons) ...	1,291	727,566	2,634	744,750

* Hoppus $\frac{1}{4}$ girth.

† As measured.

FISHERIES

Consequent upon a decision taken in 1952 that the Colony could not support a separate Fisheries Department, the Department established in 1948 under a Colonial Development and Welfare scheme was closed early in 1953. Since that time there has been no authority directly responsible for all aspects of fishing in the Colony. The Director of Agriculture administers fresh water fish culture under a Colonial Development and Welfare scheme with the assistance of a Senior Fisheries Assistant. Details of inland fisheries may be found on page 46.

Fishing is an important local industry and it is known that the resources of the waters off the coasts of the Colony are considerable. There is, however, little or no deep sea fishing and the industry as a whole is not well organised. As a general rule it can be said that the fishermen (who are for the most part Natives) are independent when they fish for their own consumption or for a limited market, but in the vicinity of the larger urban areas where there are big markets the industry is more often than not controlled and financed by middlemen (mostly Chinese), who supply the boats and gear or the capital with which they can be procured. Fish marketing is almost entirely in the hands of Chinese merchants. Only at Tawau on the East Coast is fishing at all organised. There one fishing company operates a fleet of small fishing vessels, some of which have ice storage compartments. Fishing is carried out

both along the coast and in relatively deep waters. The catches are salted and dried or frozen. Frozen fish and prawns are exported to Jesselton, Kuching and Singapore. Dried and salt fish is exported in greater quantities. Prior to the war a Japanese fishing firm operated from bases at Si-Amil and Banggi Islands, the principal fish caught being tuna. This was canned or dried and exported. The industry closed down as a result of the war. Applications have from time to time been made to resuscitate the industry and to establish new enterprises, both for tuna fishing and for the collection of valuable shells and other marine produce. The year 1955 saw a notable increase in such interest. Approval was given for one company, which will employ Okinawan divers and skilled personnel, to establish a trochus fishing enterprise based at Sandakan. Operations have not yet been commenced.

The principal fishing areas are off Cowie Harbour; the Darvel Bay area and the islands off the Semporna Peninsula; and the waters along the deeply indented coast north of Sandakan and in the estuaries of the Segama, Kinabatangan, Labuk and Sugut rivers. Fishing is also carried out in the region of Marudu Bay and along the West Coast. Fishing methods used are varied and numerous; although at times they appear crude to the Western eye they are particularly well suited to local conditions. In waters of wading depth the native fishermen use cast nets (*rambat*) and rotan basket traps (*bubu*). The long net (*pukat*) is used at low tide near river mouths and on beaches. In slightly deeper water fishing stakes (*kilong*), which may last for a considerable period, are constructed from local forest produce or wire netting. In deeper waters still hook and line are employed. Chinese fishermen rely mainly on drift nets operated in deep water from junks or sampans of various sizes. Some of the boats operated by the fishing company at Tawau are engaged solely in buying fish in small quantities from local fishermen, the fish being placed on ice and transported to Tawau.

Of special interest on the East Coast are prawns, turtles and seed pearl oysters. The prawn fisheries centred at the Labuk estuary are the most highly organised native fishing industry in the Colony. A committee of headmen controls the number of prawn catching traps. In 1955 five hundred and ten prawn nets for fixed sites were licensed. Turtle fishing is practised only in the Darvel Bay area by a limited number of Cocos Islanders, who fish under licence. The local Muslim population does not normally eat turtle meat, but turtle eggs are collected both for local consumption and for export. Seed pearl oysters are collected in the shallow waters off the coast of the Labuk district. The industry is manned entirely by Bajau natives, and supervision and the collection of Government revenue are carried out by a paid headman. The pearls obtained are exported. Fresh rock oysters from Kolapis in the same district are sent to Sandakan.

The retail prices for fresh fish vary from district to district. The following are examples of prices ruling in 1955:

Labuan	...	...	\$0.30 to \$0.80 per kati			
Jesselton	...	...	0.60	„	1.60	„ „
Kudat	...	...	0.40	„	0.60	„ „
Sipitang	...	...	0.40	„	1.00	„ „
Sandakan	...	...	0.40	„	0.80	„ „
Lahad Datu	...	...	0.20	„	0.60	„ „
Semporna	...	...	0.10	„	0.25	„ „
Tawau	...	...	0.30	„	1.10	„ „

During the year 5,396 fishing boats were licensed under the Boats and Fisheries Ordinance (Cap. 16) and permits were issued for 2,354 fishing traps, nets and lines. Outboard engines are becoming increasingly popular. It is estimated that at Jesselton more than 120 outboard motors were being used for fishing in 1955. In order to encourage the use of engines, it was decided at the end of the year to remove the annual licence fee that had formerly been payable on boats powered by outboard motors.

Chapter 7: Social Services

EDUCATION

General Review

IN reviewing the state of education in North Borneo in 1955, it must be realised that there are in fact three facets of the educational system. There is the section controlled directly by Government (which may be considered to include schools maintained by Local Authorities); that operated by the Missions under Government supervision; and that provided by local Chinese communities again under Government supervision. With a few exceptions, Government schools provide education in Malay, Mission schools in English, and, of course, Chinese schools in Chinese. Broadly speaking, only education in Malay in Government schools is free. Until very recently there has been very little inter-relation of the three systems, and in many ways 1955 was an important year in the development of a system based on more or less uniform standards.

The year 1955 continued to show up the great disadvantages of the threefold separation. The economic advantages of learning English encourage many Chinese parents to send their children to Mission primary schools; often, however, they do this after their children have received a primary education at a Chinese school. The six year old and the sixteen year old are then expected to sit together to their mutual advantage. To a lesser extent children educated at Government schools pose the same problem.

During the course of the year two important documents were published relating to education. The first was an Educational Survey of North Borneo undertaken by Mr. E. W. Woodhead, Chief Education Officer for the County of Kent. The second was a Government paper containing proposals for a new approach to educational policy. Both these documents aroused considerable controversy, and in September a Government motion was unanimously passed by the Legislative Council calling for the appointment by the Governor of a Committee, selected from among the members of the Legislative Council and from persons with experience of educational affairs of the several communities of the Colony, with a view to the preparation of a detailed scheme, together with the draft legislation necessary to its operation, for an educational system such as would meet the needs of all the peoples of the Colony. At the end of the year the Committee was still continuing its work.

An important step towards creating uniform standards of efficiency has been taken. Examinations set and marked by the Education Department are now taken annually by most schools in the Colony. The first examination for Chinese schools attracted 705 entries this year: of these 500 reached the required standard. The English schools examination is still in an experimental stage, but now firm standards are emerging: this year 700 children entered for the examination for primary 6 classes and 48% passed. The examination for primary 5 and 6 classes of Government Primary (Vernacular) Schools was taken by 520 and 62 children at the two levels: of these the pass figures were 389 and 29 respectively. These examinations are most valuable not merely in that they offer schools an approximate standard at which to aim, but also in that they provide a good guide to the relative standards both of children and schools.

The present educational system of the Colony provides for six years of primary education in Malay, Chinese or English, followed by up to six years of secondary education in English or Chinese. The number of schools of all types at the end of September was 262, compared to 249 in 1954, with a total enrolment of 26,999 (an increase of 579 on the previous year's figures). Enrolment by races was as follows:

Indigenous	...	...	...	8,467
Chinese	...	...	...	17,381
Others	...	...	...	938
European and Eurasian	...	...	...	213
				<hr/>
				26,999
				<hr/>

Of this total 18,433 were boys and 8,566 girls. A full analysis of pupils by race is given at Part A of Appendix VI and figures showing the development of education since 1946 and the proportion of boys to girls are at Parts B and C of the same Appendix.

Literacy

A detailed census was made in 1951 which showed that 11.7% of the total population and 17% of the population of fifteen years of age and over were able to read and write a simple letter. Tables showing the literacy rates of the total population and of the indigenous and Chinese communities are at Appendix V.

The literacy figure for the Chinese community was, in comparison with that in respect of the indigenous population, quite high: 30.3% of the whole Chinese population and 45.6% of Chinese of the age of fifteen years and over were returned as literate. The corresponding figures for the indigenous races were 5.5% and 8.1% respectively. The census also showed clearly the very high degree of illiteracy amongst native women: only .9% were found to be literate.

Primary Education

The demand for education amongst the native peoples has continued to increase. Year by year more Government Primary Schools have been provided to meet the demand: whereas in 1939 there were twenty-one such schools, in 1955 the figures rose to eighty-two with a total attendance of 5,978. Even in the most remote areas the demand for educational facilities is constantly increasing so that the present number of schools is by no means great enough to satisfy requirements. One of the major problems in providing sufficiently widespread facilities is that there are large areas devoid of major centres of population. It is not possible to build schools wherever a tiny population group needs them. One of the solutions being explored in 1955 was the practicability of increasing the facilities of existing schools so that they can educate a larger number of children. The provision of simple boarding facilities might then partially cope with the requirements of children whose homes are in sparsely populated areas. Another remedy lies in the native Voluntary Schools. At the end of 1954 there were twelve of these schools in existence, whereas at the end of 1955 the figure had risen to thirty, a most remarkable increase (details of certain of these schools have, on account of the date of opening, been omitted from the statistics in this Report). Native Voluntary Schools try to meet the educational needs of small communities; they are Government-aided, but the villagers themselves erect the school buildings and perhaps teachers' quarters besides meeting half of the teachers' salaries. They are not schools of a high standard, but they represent the determination of backward people to improve their own position. Government inspectors help with advice.

The total enrolment at Mission Primary Schools in 1955 was 8,180, with a wide range of entry and leaving ages. Only 340 pupils were in unaided schools. The Chinese communities educated 9,508 children in their primary schools; over 6,500 of these were in Government-aided schools. Thus of a total of 24,771 children attending primary classes, Government contributed to, or bore the entire cost of, the education of almost

21,000; less than 4,000 children were being educated without Government aid.

The Mission schools were still experiencing difficulty because of the practice of Chinese children often entering Mission Primary Schools after completing a Chinese primary education. As a result quite old children were to be found in the same class as much younger children, lack of English preventing them from entering higher classes. The Missions co-operated well with the Education Department in making their teachers available for short courses; in addition, the Society for the Propagation of the Gospel has adopted the policy of sending teachers from small schools for teaching practice at large schools under expert supervision. The Roman Catholic Mill Hill Mission maintains forty-one primary schools the Society for the Propagation of the Gospel nine schools, the Borneo-Basel Self-Established Church fourteen and the Seventh-day Adventist Mission four schools.

The number of Chinese Primary Schools stood at the end of the year at 78, of which number several had secondary sections. Staffing difficulties continued to be experienced; these were attributable to the difficulty of recruiting specialised teachers from Hong Kong and to the unsettling system of very short-term contracts. Such contracts, liable as they are to be terminated when a new school committee is elected, deprive many teachers of all sense of security. The figure of 705 entries for the Government controlled examination for Primary 6 forms was most encouraging, as also was the fact that 500 children passed.

The Kota Belud and Sipitang Local Authorities (the only Local Authorities established in 1955) maintained nine Local Authority Primary Schools. Entrolment totalled 427. Seven Estate Schools and various night schools were open throughout the year. The Estate Schools were provided by tobacco, rubber, hemp and timber companies for the children of their workers and follow a syllabus generally similar to that in the Government Malay or Chinese schools.

It is not possible to give reliable figures relating to the average age of entry and leaving school, as there are tremendous variations. Generally speaking, Chinese children enter primary school at the age of approximately six years; native pupils enter at almost any age. As mentioned previously, Chinese and native pupils frequently go on to an English primary education in Mission schools after receiving a primary education in their own language, with the result that pupils of sixteen years of age and over are often to be found in the lower primary English classes. Leaving ages, of course, show similar variations.

The following table gives a resume of the statistics relating to primary education (as at 30th September, 1955):

		<i>Government*</i>	<i>Mission Aided</i>	<i>Chinese Aided</i>	<i>Miscellaneous†</i>	<i>Total</i>
Schools	...	82	61	22	93	258
Boys	...	4,940	5,010	4,005	2,850	16,805
Girls	...	1,038	2,830	2,500	1,598	7,966
Total enrolment		5,978	7,840	6,505	4,448	24,771

*Includes Local Authority schools.

†Includes six Mission unaided schools, sixteen native voluntary, fifty Chinese unaided and fourteen private schools.

The total number of children between the ages of six to nineteen years when the 1951 census was carried out was 115,168, and this number will certainly have increased since. In these circumstances it is perhaps superfluous to mention that there is still no system of compulsory education in North Borneo.

Secondary Education

There is as yet no full Government secondary school. Government policy has been to defer the provision of secondary education until a good basis of primary education has been established. This stage is now almost reached in one or two areas, and plans for the first Government secondary school (at Jesselton) reached maturity in 1955. The opening is scheduled for 1957. During 1955, 2,070 children were receiving full or partial secondary education, almost entirely at non-Government schools; 1,516 of these were boys and 554 girls. Of this number only 106 were studying at schools not aided by Government and many of these were at part-time secondary classes. The Missions provided secondary education for 1,416 pupils. The academic aim of most of the courses was either the Cambridge Overseas School Certificate or the Overseas General Certificate of Education; eighty-four children entered for these examinations during the year including ten girls.

Secondary education was also provided in several Chinese schools, of which three were full secondary schools with a total enrolment of 418 pupils.

It is regrettable that the secondary education so far provided has not always been good because of staffing difficulties. Too often the best teachers have been taken from primary schools where they are urgently needed; often, too, even these teachers have not been suited for secondary teaching. As a result the Education Department has recently been compelled to discourage the too hasty development of secondary education.



Two *majau* trees (*Shorea leptocladus*) growing on basalt soil near Quoin Hill, Tawau.
(G. H. S. Wood)



A Bokan Murut woman wearing a hand-woven coat. (J. E. Longfield)

Technical Education

There is one technical school in North Borneo, the Government Trade School at Batu Tiga, Jesselton, at which boys are trained to be carpenters or mechanics. In 1955 there were fifteen boys on the carpenters' course and fourteen on the course for mechanics, which was first introduced in 1955. The school has received most generous aid from the Government of Australia which has provided lathes, sets of mechanics' tools and a great variety of workshop equipment. The youths trained at the Trade School have no difficulty in finding suitable employment and represent a valuable asset to the Colony.

Teacher Training

The Government Teachers Training College (Kent College) at Tuaran, which was opened by H. R. H. the Duchess of Kent in 1952, ran three courses during the year: a one-year course for untrained teachers; a two-year course for native students; and a two-year course for Chinese students. The first course was attended by twenty-one men and one woman, the second by twenty-one men and eight women, and the Chinese course by twelve men and six women. Approximately 25% of the teaching staff at Government schools was represented at these courses.

The College is staffed by two Education Officers, one Woman Education Officer and seven lecturers. A total of 129 students underwent training during 1955. The training of women teachers was greatly facilitated by the secondment to the College of a homecraft teacher from New Zealand under the auspices of the Colombo Plan.

A successful Open Day was held at the College, and scouting and outdoor activities continued to flourish.

Higher and Adult Education

There is no higher education in North Borneo.

During 1955 twenty-three students from North Borneo were studying in Australia and six in New Zealand under Colombo Plan scholarships. Two students were in India under the same scheme. U.N.E.S.C.O. provided a broadcasting scholarship in New Zealand for one person. Under Colonial Development and Welfare schemes a further five students were in England. Of the total of thirty-seven scholarship holders at present abroad, seventeen are studying to become teachers, two are studying medicine, three accountancy and the remainder a variety of subjects including law, public health, nursing, agriculture and social studies.

Facilities are provided by the Education Department for external students of British educational institutes to take their examinations in North Borneo. During 1955 examinations were

conducted on behalf of the Royal Society of Arts, The Chartered Institute of Accountants, the London Chamber of Commerce, and the City and Guilds Institute.

North Borneo was represented jointly with Sarawak on the Council of the University of Malaya.

Various classes for adults are conducted in Jesselton and Sandakan. They include a fair range of subjects: English, Malay, short-hand, typing and general science. Many Government departments run their own training schemes, about which information will be found in other parts of this Report. It is encouraging that there are often requests for literacy and English classes even from remote villages. Lack of capable staff unfortunately often hinders instruction in the rudiments of English.

Staff

The administrative staff of the Education Department was augmented during the year and now consists of:

The Director of Education

A Senior Education Officer

Two Education Officers

Two Women Education Officers (another is on secondment from the New Zealand Government)

Three Supervisors of Vernacular Schools

Three Supervisors of Chinese Schools

The increase in staff has made it possible for a larger number of schools to be visited. Such visits by the administrative staff are very important in a territory where teaching standards are still very low. By advice, demonstrations and courses the departmental staff have been able to give much assistance to both Government and non-Government schools. This work has been aided by the issue of syllabuses and the preparation of a teachers' handbook by the Department.

Details of the total number of teachers, both registered and actually employed as teachers, are in Part D of Appendix VI. While the Woodhead Report recommended the formation of a unified teaching service under the administration of the Director of Education, the conditions of service in 1955 continued to vary considerably between Government, Mission and Chinese schools. The following are details of the salaries payable to the different grades of teachers in Government service:

			<i>\$ per month</i>	<i>£ per annum</i>
Untrained	...	...	66—98	92—137
Trained	...	...	105—308	147—431
Trained with School Certificate			168—490	235—686

To reach the maximum of the scale, which is in fact continuous from \$66 to \$490 per month but subject to entry at various levels, a teacher must cross prescribed efficiency bars.

The figures shown above indicate the salaries which teachers may reasonably expect to reach. For women they are 20% lower. The salaries also carry a varying cost of living bonus and are pensionable.

Legislation

The 1954 Education Ordinance charges the Director of Education with the supervision of all education in the Colony and requires the formation of an Advisory Committee for Education under the chairmanship of the Director, which has "the right and duty to advise the Governor upon matters relating to education". The Committee must meet approximately three times a year and be composed of persons "who, unless being natives, do not hold any office in the public service and who have a special interest in education".

The Ordinance also requires registration of schools, school managers and teachers, and provides *inter alia* for the employment of unregistered teachers where, in the opinion of the Director of Education, no suitable registered teacher is available.

Education regulations made under the Ordinance cover school health, safety and building standards and conduct within all schools.

Finance

Expenditure on education from Colony funds during 1955 was approximately \$1,117,679. It was made up as follows:

Personal emoluments	...	...	\$502,345
Recurrent expenditure:	...	...	407,335
other charges			
Building grants to non-Government schools			112,642
Equipment grants	...	...	10,000
Other special expenditure	...	...	23,957
Government schools—new building and maintenance	...	...	61,400

In addition to this expenditure Colonial Development and Welfare schemes provided \$240,626 towards miscellaneous expenses involved in setting up the Trade School in its new location and in running Kent College (for the training of teachers).

Scholarships to schools within the Colony under the Liberation Educational Trust cost \$64,324. This trust was established in 1953 with a capital of \$2 million derived from a part of the proceeds of the former Japanese assets in the Colony. The money received as interest on this capital is used to provide scholarships and other educational facilities.

Generous assistance was received, as in previous years, from donor nations participating in the Colombo Plan, particularly Australia and New Zealand.

The Education Department was assisted throughout the year by the Kent College Advisory Committee and the Scholarships Advisory Committee.

Social Welfare

An interesting pilot scheme of milk distribution to school children was run by the Education Department. The milk (powdered milk) was provided by the United Nations Children's Fund. At the beginning only a number of selected Interior and East Coast schools received the milk. First indications are that it is being made up hygienically in the schools and that besides its nutritive value it serves a useful purpose in training children in clean feeding habits. The scheme is immensely popular.

PUBLIC HEALTH

General Health

Once again the Colony has been fortunate in that in 1955 there were no outbreaks of major infectious disease and no epidemics of serious importance. However, certain diseases causing chronic ill-health and diminished economic efficiency continue to be widespread. These are primarily malaria, tuberculosis and intestinal infestations. As world-wide experience grows in the control of malaria, there is now considerable hope that this disease may be very largely controlled, if indeed not eradicated, within the foreseeable future. Tuberculosis, on the other hand, presents at the moment a far more intractable problem requiring prolonged treatment. As the hopes of controlling malaria increase, tuberculosis begins to move to the forefront and become the most serious health problem in the Colony today. Fortunately there is an increasing public awareness of the problem of tuberculosis and it is slowly becoming appreciated that its control is a matter of improvement in general social and economic conditions and of prevention rather than purely of medical treatment. One-third of the total budget allocated to the Medical Department for medical stores is expended on drugs and X-ray films used in the treatment and control of tuberculosis.

With improving sanitation consequent upon the rebuilding of many of the larger population centres throughout the Colony and with public works designed to improve water supply and sanitation, it is reasonable to expect a steady improvement in public health so far as the intestinal diseases are concerned.

Vital Statistics

The report of the census held in 1951 became available in 1953 and has been of great value in assessing the public health needs of the Colony. The census report served to underline the very high mortality among native children particularly in the

Interior districts. It also served to emphasise an unexplained infertility amongst the Muruts. The social anthropologist and medical investigator who began work on this problem in 1954 continued their enquiries into 1955, but as yet no report is available.

The registration of births and deaths continues to improve but still leaves much to be desired, particularly among the less literate sections of the population. For this reason statistics relating to such matters as maternal and infant mortality, and morbidity from various causes are not reliable, although in the larger centres and other places where certification is made by a medical practitioner they are naturally a great deal more accurate. In certain rural districts where medical officers have been able to compile reasonably accurate reports it seems that the neonatal and infantile death rates are in fact declining. This is particularly noticeable where there are maternal and child welfare clinics.

The total number of births and deaths registered in 1954 and 1955 were:—

			1954	1955
Births registered	...	...	12,115	11,780
Deaths registered	...	...	3,918	4,088
Excess of births over deaths	...	...	8,197	7,692

Malaria Control

Malaria is endemic in many parts of the Colony, but fortunately most of the larger towns are comparatively free. A pilot scheme for the control of malaria sponsored jointly by the Government, the World Health Organisation and the United Nations Children's Fund began in July. The project aims to produce a malaria map of the Colony and to ascertain whether control of the disease can be effected by means of residual insecticides. It is too early to comment as yet on the results but there is every reason to suppose that not only will the pilot project be successful, but that it will be possible to extend operations to cover the entire Colony.

Tuberculosis

Pulmonary tuberculosis is a cause of much prolonged ill health in the Colony. Whereas the malaria sufferer, if treated, is likely to recover comparatively quickly, it is often very difficult to persuade tuberculosis patients to continue with the long course of treatment necessary. The reports of Medical Officers, the results of routine examinations, and the investigations undertaken by voluntary social workers all indicate that the incidence of the disease is high. The North Borneo Anti-Tuberculosis Association ("NOBATA"), originally formed in the year 1953, continued its good work in 1955. The Association is active in

propaganda designed to prevent tuberculosis, and carries out relief and welfare work among sufferers from the disease and their dependants.

It is proposed to erect special wards for the treatment of tuberculosis patients at various centres throughout the Colony. These will be airy, well ventilated and of light construction, and will provide, in addition to sanatorium treatment, an element of rehabilitation. They will have the added advantage of relieving the strain on the general hospitals.

Intestinal Disorders

As in all tropical countries where standards of hygiene and sanitation are low, bowel infections form a high proportion of the diseases encountered. However, improved sanitation both as regards disposal of nightsoil and refuse, and improved water supplies, as now being planned, will reduce substantially the incidence of bowel disease in the urban areas. The rural community still relies on unprotected wells and polluted rivers and streams as sources of water, and the disposal of excreta in most rural areas is unsatisfactory. A large proportion of the general population harbours more than one kind of intestinal parasite, although serious epidemics of bowel infections are remarkably rare.

General Sanitation and Preventive Measures

Nine Health Inspectors completed their course of training and passed their examination in April. A further four trainees are now undergoing instruction. The course of instruction is being conducted by a qualified teacher made available through the generous assistance of the New Zealand Government under the Colombo Plan. The posting of Health Inspectors to various districts and population centres should greatly improve general sanitation and preventive measures in years to come.

Two Sanitary Engineers made available by the World Health Organisation to advise the Public Works and Medical Departments on environmental sanitation continued their work during the year, and the planning of modern sanitation for the major towns has now almost been completed.

Nutrition

Starvation as such is almost unknown in the Colony, but many of the rural population fail to appreciate the importance of including fruit and vegetables in their diet, and as a result cases of avitaminosis are met with from time to time. It is hoped that with increasing health education through the medium of the Government health centres and dispensaries, the health inspectors, the press and radio, the public will begin to become more aware of the need for a properly balanced and adequate diet.

During the year generous assistance from The United Nations Children's Fund has enabled additional supplies of drug and diet supplements to be continued to maternal and child welfare clinics and health centres throughout the Colony.

Eye Diseases

The ophthalmologist appointed for the three British Borneo territories visited North Borneo in September and October. It has always been considered that there is a great deal of preventable eye disease in the Colony, and the report submitted by the ophthalmologist supports this view. It is his opinion that the eye problems relating to urban Chinese appear to be chiefly optical and especially so in the case of school children. The rural Chinese readily come forward for operations on the eye and for advice on the early treatment of eye disease. Unfortunately natives, who stand most in need of this form of treatment and, indeed, of all medical services generally, often present themselves too late for effective treatment. This is partly due to the fact that a great proportion of the native population lives in places remote from hospitals and clinics and inaccessible even to travelling dispensaries. It is not possible to calculate the amount of blindness in the Colony, but it is thought to be in the neighbourhood of 2,400 persons. Of this figure it is thought likely that some 750 are blind from a cause which is preventable, namely the result of ignorance, neglect or of living too far from medical facilities.

Government Hospitals and Dispensaries

Details of Government hospitals, dispensaries and specialised units are given in Part A of Appendix VII.

During the year 12,304 inpatients were treated as compared with 12,060 in 1954. Outpatients numbered 308,332 as compared with 280,812. The rehabilitation of hospitals in the main towns is now nearing completion. Work began on the construction of the new Jesselton hospital in March. The work is now well advanced and it is hoped that the building will be completed by the end of 1956 or early in 1957. It is now possible to plan for new buildings, primarily for the treatment of tuberculosis, which will supplement existing hospital buildings. However, all such planning is dependent upon the provision of trained staff, and attention is being directed to this question.

The new nurses' quarters in Jesselton (which were completed in 1954) were occupied in March, 1955. These quarters are well designed and constructed in permanent materials. The nurses' quarters in the towns of Jesselton and Sandakan now compare favourably with any in British Borneo.

The health centres in Jesselton and Sandakan continued their work throughout the year. These centres provide ante-and post-natal clinics and infant welfare clinics in the two principal centres of population. The work has, regrettably, had to be on a reduced scale for a great part of the year by reason of vacancies in the Health Visitors' establishment.

Support and assistance continue to be received from the local branches of the British Red Cross Society and the St. John Ambulance Association.

Leper Settlement

The Leper Settlement, which is situated on Berhala Island at the entrance to Sandakan Harbour, held an average of forty-five patients throughout the year. This is about five patients less than the previous year. The inmates, who have greatly benefitted from the introduction of modern methods of treatment, occupy themselves in fishing, boat-building and agriculture. A voluntary welfare committee is very active in providing comforts and occupational diversion for the inmates. That leprosy is not a serious public health problem is indicated by the fact that an average of only four or five new lepers is admitted each year, and discharges now exceed admissions.

The buildings in the Leper Settlement are of temporary construction but were substantially reconditioned during the year.

Mental Hospital

Conditions in the Mental Hospital in Sandakan have been much improved by the appointment of a male nurse trained in the care of mental diseases. Treatment has been possible on an enhanced scale, but no permanent improvement can result until the proposed new mental hospital is completed. It was originally intended to seek for a site for a new mental hospital in the near vicinity of the Duchess of Kent Hospital, Sandakan. This would, it was thought, have materially assisted in staffing problems, but unfortunately no suitable land was found. A reconsideration of the existing site made it seem possible at one time that this very pleasant site could be used for the new building. However, the average number of patients of recent years has been about 125 at any one time and the new buildings were planned in consultation with the Medical Superintendent of the Mental Hospital in Singapore to house 240 patients, or almost double the existing number, if possible. The existing site was too small for this purpose and, in consequence, it has now been decided to erect the new mental hospital at Jesselton.

Travelling Dispensaries

The motor ambulance dispensaries especially designed for the purpose continued to serve a number of small towns and villages

for distances of up to twenty miles from Jesselton. On the East Coast regular visits were made to the more remote stations by launch. In September a railway travelling dispensary was inaugurated. It 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 of it until the next train comes along which brings the dispensary to the next succeeding station. In the few months of its operation it has proved to be a great success.

Estate Hospitals and Dispensaries

The Labour Ordinance provides for employers of labour being required to furnish hospitals and medical supervision, care and treatment for their workers. All the larger estates and industrial concerns have dispensaries or small hospitals, and during the year there were thirty-five places of employment at which such medical facilities were provided.

Staff

The Department is administered by a Director and a Deputy Director of Medical Services with a Colony Matron and Medical Accountant-Storekeeper at headquarters in Jesselton. Towards the end of the year the establishment of twelve Medical Officers in addition to the Colony Surgeon and Dental Officer was brought up to full strength for the first time for many months.

The teaching of nursing under the care of two World Health Organisation sister tutors came to an end in September on the completion of the World Health Organisation tutors' assignment. In the same way the World Health Organisation Public Health sister tutor left during the year on the completion of her assignment. The teaching will now continue through the newly appointed Colony sister tutor. Teaching was again supplemented by the valuable work done in this respect by a laboratory technician made available to the Colony by the Australian Government under the Colombo Plan. Probationary health inspectors continued their training under the direction of the health inspector tutor.

An experiment was commenced in the middle of the year in bringing in practising midwives for a brief period of training. These ladies are unregistered and untrained but they do, in fact, conduct a great deal of midwifery in the country districts. The ladies selected for training must be recommended by the local headman and supported by the District Officer or District Team. They spend some three weeks in a recognised centre and are

later provided with bags containing simple equipment supplied by the United Nations Children's Fund. So far twenty-nine such practising midwives have been given training.

A table showing the total medical and health staff in the Colony is at Part B of Appendix VII.

Visitors

Visits during the year were received from officials of the World Health Organisation, whose Regional Office for the Western Pacific is situated in Manila, and from the Resident Representative of the United Nations Children's Fund, the headquarters of which are in Bangkok. The continuing interest taken in the Colony's medical problems by these visitors is greatly appreciated.

Expenditure

The estimated expenditure on medical services from Colony funds in 1955 including personal emoluments amounted to \$2,384,441. This figure refers to Medical Department expenditure only, and does not include sums spent in the towns on such municipal conservancy measures as scavenging, removal of nightsoil and inspections by local authority officials within the urban areas. Neither does it include capital expenditure on new buildings nor the generous aid which the Colony has continued to receive under Colonial Development and Welfare Schemes, and from the United Nations Children's Fund, the World Health Organisation and the Colombo Plan.

Assistance from Voluntary Organisations

During the year valuable practical assistance was again given by the North Borneo branches of the British Red Cross Society and the St. John Ambulance Association. In its campaign against tuberculosis, the Medical Department received splendid support from the North Borneo Anti-Tuberculosis Association.

HOUSING AND TOWN PLANNING

Town Planning

The Town and Country Planning Ordinance (Cap. 141), which was enacted in 1950 to repeal the 1926 Ordinance, makes provision for the constitution of a Central Town and Country Planning Board to consist of five *ex-officio* members and five other persons to be nominated by the Governor. The Director of Public Works is Chairman of the Board. The Board held four meetings during the year.

The drafting of town plans was completed prior to 1955. The implementation of the plans is now well under way and the Board had comparatively few amendments to deal with during the year.

Reconstruction

The Government building programme made satisfactory progress during 1955. The two largest works undertaken were the construction of the new Jesselton hospital (168 beds) and the Central Government Offices at Jesselton, both of which were commenced during the year and are scheduled for completion in 1956.

Work was continued at Jesselton on the Government housing programme involving the replacement of temporary quarters and the construction of new quarters for both Senior and Junior Government officers, and the construction of labour and artisan lines. Eight bachelor quarters for Senior officers built to a new design were completed and proved to be popular. In addition, a programme of improvements to Government officers' quarters was commenced. New class rooms, dormitories and quarters were built at Kent College, Tuaran. At Papar the old rest house, district office and police barracks were replaced with new buildings in permanent materials.

At Sandakan the new two-storey market was completed and work was commenced on the police barracks and N.C.O.s' quarters as well as on the construction of the new Pauper Institute. The major Government buildings finished at Tawau were a market and slaughter house, police station, the new water works building and several new quarters. The new district headquarters at Lamag on the Kinabatangan was completed and opened.

In the Interior Residency, work on the new hospital at Keningau was commenced in the middle of the year but progress has been disappointingly slow, largely because of difficulties encountered in transporting materials. For the removal of the Residency headquarters from Labuan to Keningau (which took place in October) considerable improvements were carried out to the District Officer's house at the latter place. At Tenom work on the new police barracks was commenced.

In Labuan, the marine workshops and police barracks were finished. Work was started on a hangar for the de Havilland Rapide aircraft of the internal air service and certain improvements were made to the airport buildings to facilitate the handling of the ever increasing number of passengers. Work on the new power station was well advanced by the end of 1955, and the construction of a 3-storey reinforced concrete building to house the Marine and Customs Departments had been commenced.

In other places, a number of new buildings (including markets, workshops, dwelling quarters, court houses and other public buildings) were finished but, by and large, reconstruction in those places may be considered to have been completed by the end of 1954.

Private and Commercial Buildings

Private construction works were most noticeable in Jesselton, Sandakan and Tawau, the emphasis being on shops and dwelling houses; it is only too evident, however, that much still remains to be done.

Some progress was made in the reconstruction of the smaller towns, many of which still consist largely of the temporary buildings put up immediately after the war. The high cost of building has deterred many from replacing their temporary buildings, but a system of Government-sponsored loans was introduced during the year and, although the response has not been as large as was hoped, it is believed that it will give new stimulus to private building.

In Jesselton several blocks of shophouses, constructed in permanent materials (brick or concrete blocks with tile roofing), have been completed and these, together with the prominent Bank buildings and other new commercial offices and godowns, combine to give an impression of the gradual emergence of a new modern town. The progress in the reconstruction of shophouses at Tawau was marked. At Sandakan the new Bank premises being constructed near the wharf are the most striking features of new building. The Sandakan Hotel and a modern cinema were opened during the year, and at Sandy Plain (a suburb of Sandakan) a considerable number of shophouses in semi-permanent materials were completed. At Labuan new office accommodation was finished and some progress made in the rebuilding of the shopping area, which at present contrasts most noticeably with the new Government and commercial buildings that have been erected.

Building Materials

There were no radical changes in the types of building material used during the year. In the larger towns permanent materials (including bricks, concrete blocks, reinforced concrete, asbestos and other sheeting and tiles) are being increasingly used. Materials that may be employed in building construction are regulated by the approved town plans and by building regulations passed by Local Authorities. Except in suburban areas Government offices, shops and commercial buildings are built in permanent materials. Government dwelling quarters throughout the Colony are largely of semi-permanent construction. Private domestic dwellings vary from modern brick bungalows to old style wooden buildings. In the minor towns permanent materials are seldom used.

Chinese dwellings in suburban areas of the larger towns are generally solidly constructed in semi-permanent materials (timber is the principal material used) often on concrete pillars with

roofing of *belian* shingles, asbestos sheeting, corrugated iron or, less frequently, aluminium. In rural areas Chinese houses and especially those of farmers are frequently of much more flimsy construction, having attap roofing and beaten earth floors.

Native houses are invariably raised above the ground on piles and entered by ladder or notched tree trunk. In some parts of the country (noticeably in the more heavily populated and accessible areas on the West Coast) attractive timber buildings with corrugated iron roofs are not uncommon, but in general the construction of native houses is primitive. Houses are generally built of bamboo, thatching made of nipah or sago palm leaves, or bark on round jungle pole frames. Such materials are, of course, easily obtainable and but for their relatively short life can be considered quite adequate. Among Murut and Dusun tribes living in more accessible areas longhouses are still to be found. These are never as long as those commonly found in other parts of Borneo and seldom exceed 200 feet in length. In the Tambunan Plain in the Interior the Dusuns build their houses entirely of bamboo.

Hotels and Rest Houses

Furnished Government rest houses are maintained at Keningau, Tenom, Beaufort, Sipitang, Papar, Kota Belud, Ranau, Kudat, Lahad Datu and Tawau. Accommodation and meals may be obtained at fixed charges. The rest houses are the only places in the towns in which they are situated which offer hotel facilities. Those at Ranau, Keningau, Kota Belud and Beaufort are particularly well patronised. A new rest house was built in permanent materials at Papar during the year. With the exception of Tawau (where there is a Government rest house) there are hotels in all the main towns.

A second hotel (the Sandakan Hotel) was opened at Sandakan in 1955.

The Airport Hotel at Labuan is the only hotel on the island and caters mainly for air travellers passing through Labuan.

SOCIAL WELFARE

Social Welfare Council

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

- (1) to co-ordinate the social welfare work of the voluntary organisations *inter se* and of such organisations with that of Government;

- (2) 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; and
- (3) to advise Government on particular issues connected with social welfare which may be referred to it by Government.

The Council was able to make a number of recommendations to Government during the year.

The Council is also charged with the disbursement of the financial assistance afforded by Government to the local voluntary welfare organisations.

Relief of the destitute and disabled

Public assistance for the care of the aged and indigent is the responsibility of the Department of Labour and Welfare operating through the Paupers Ordinance (Cap. 93). Institutes are maintained in Jesselton and Sandakan from the poor rate paid by employers and property-owners. Outdoor assistance is also provided. The Commissioner of Labour and Welfare has the assistance and advice of two voluntary boards in the administration of the fund of the institutes. Charitable assistance is also received from the public in the way of comforts and amenities as gifts to inmates of the institutes.

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 Governor of the receiving Colony. During the year three young offenders were sent to the Boys' Home at Kuching. For further details *see* page 95.

Prisons Welfare

All prisons and lock-ups are visited regularly by Prison Justices and Prison Visiting Committees. For further details *see* page 94.

War Victims Fund

The North Borneo War Victims' Fund Ordinance (No. 35 of 1947) authorised the establishment of a fund to be known as the North Borneo War Victims Fund and to be financed from voluntary contributions and such appropriations as may be made available from 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 of 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. On Liberation Day (the 9th September) a special annual appeal is made. The following figures show the extent of the support which the public has given in response to the appeals:

1951	...	...	...	...	\$37,000
1952	...	...	...	...	30,000
1953	...	...	...	...	20,000
1954	...	...	...	...	25,000
1955	...	...	...	...	27,000

During the year the Board approved subsistence relief totalling \$22,350.61, which sum included both monthly allowances and food (rice). At the end of the year some 220 persons were receiving assistance. The Fund contributed also towards the cost of educating the children of war victims who could not afford to pay their school fees in full; in very special cases the entire maintenance of children at boarding schools was paid. In 1955 \$17,171.50 was spent in assisting 325 children. Rehabilitation grants amounted to \$5,267.45.

Red Cross

The North Branch of the British Red Cross Society was active throughout 1955 in social welfare work and in the training of its members. The Branch has three Divisions: one for the East Coast, one for the West Coast, and one for Labuan and the Interior.

Considerable difficulty has been experienced in finding Divisional and Detachment officers to maintain the work of the Society. To meet this problem the Society's headquarters in London have agreed to make available the services of a Field Officer, who will train local people to become leaders in Red Cross work.

Training has been active in Sandakan where there are 135 Link members in seven schools. Sandakan also has two Cadet units and a Detachment. The East Coast Division has started a Link at Trusan. On the West Coast the Detachments at Jesselton and Kota Belud have been revived and training courses conducted. In Labuan the two Cadet units were active for the greater part of the year but staff difficulties eventually caused a regrettable break in training.

The Branch's activities in 1955 in the field of social welfare covered a wide range of cases. Food was given to those

desperately in need of it, poor children were assisted with their schooling, and help was given in the running of Government Health Centres and in the conduct of a vaccination campaign in Sandakan. The East Coast Division undertook occupational therapy at the mental hospital at Sandakan; the Jesselton Division gave direct assistance in the fire at Kampong Ayer, Jesselton, in May. Sewing parties made up and distributed clothing. The Divisions also assisted in the distribution of milk supplied by the United Nations Children's Fund and carried out hospital visiting.

The Branch acknowledges its debt to the United Nations Children's Fund for the supply of sewing machines, which are used not only in the training of members but for making up clothes for relief purposes.

In July the new combined Red Cross and St. John Ambulance headquarters in Jesselton were opened by His Excellency the Governor. At Kota Belud a new Red Cross hut was opened, and at Kudat arrangements have been made for the construction of a clinic and sick rest house.

A nurse of the General Hospital, Jesselton was awarded a British Red Cross Society National Florence Nightingale Memorial Scholarship tenable for one year in the United Kingdom.

The strength of the local Branch of the Society was as follows at the end of the year:

Life Members	...	...	...	30
Uniformed Personnel	...	...	...	127
Serving Associate Members	...	...	...	62
Subscribing Associate Members	...	...	...	156
Junior Members	...	...	...	144
Detachments	...	...	...	3
Cadet Units	...	...	...	5
Links	...	...	...	7

St. John Ambulance Association

A new headquarters building in Jesselton, which is shared with the Red Cross, was completed and opened by His Excellency the Governor in July. It is now used as a centre for the holding of classes, film shows and meetings.

Fully equipped ambulances were kept running in both Jesselton and Tawau, and Brigade teams were in attendance at many public events during the year. An ambulance and Brigade personnel were immediately on the scene when a fire, which could have been very serious, occurred at Kampong Ayer in Jesselton in May.

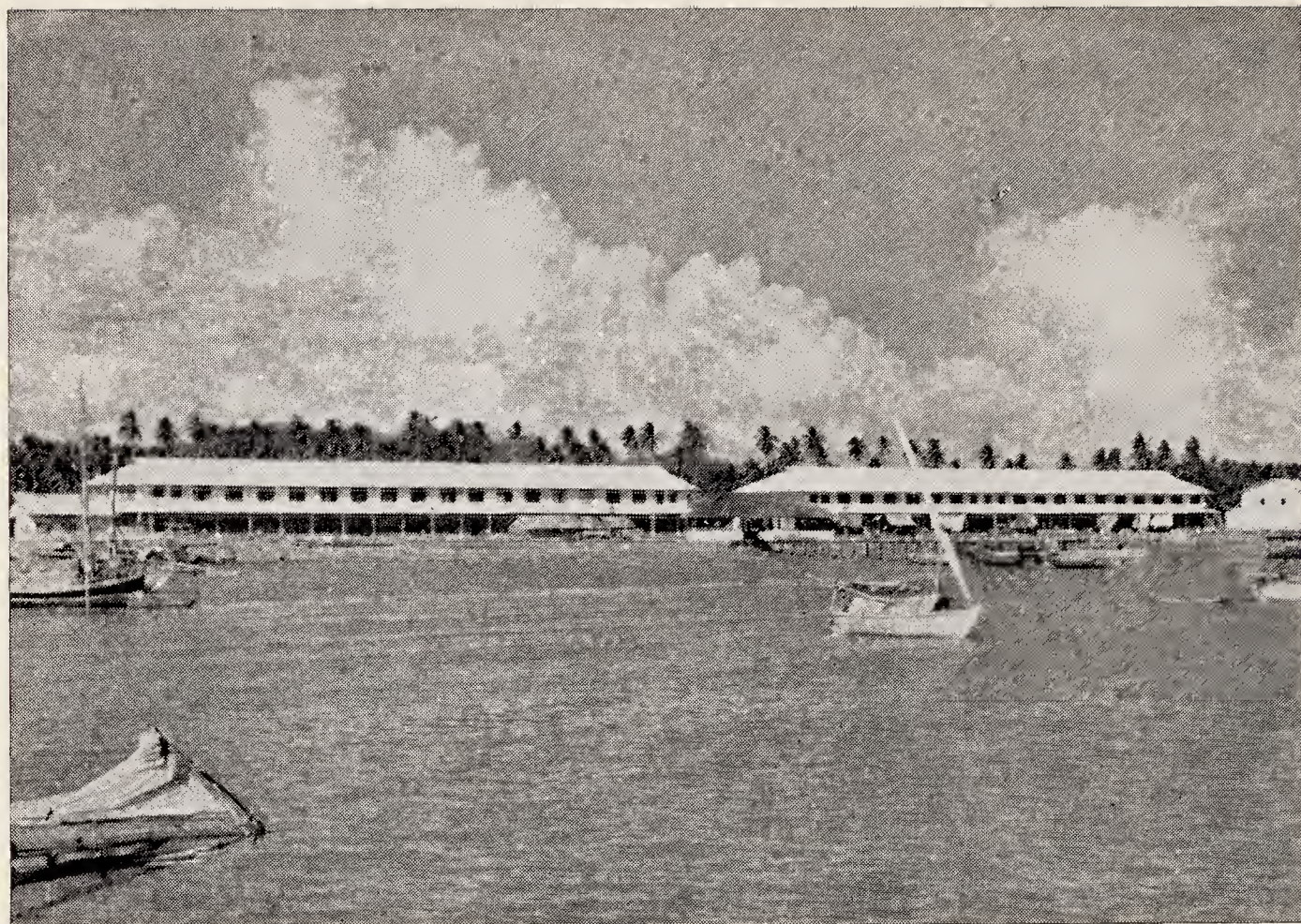
First aid classes were run for Civil Aviation personnel and for the general public. Among school children who took these courses a number came from the Government Trade School in



(R. Knowles)
A small Chinese junk lying at Sandakan.



(A. W. Allen)
A Murut of the Timogun tribe (Kemabong).



(Dahlia Studio)

New shops at Tawau.



(Dahlia Studio)

The copra fleet at Tawau.

Jesselton, as it was felt that a knowledge of first aid would prove useful in the event of industrial accidents. A first aid course was also run in Malay and, in order to overcome the acute shortage of lecturers, a "lay lecturers' course" was commenced for members of the Police Force. It is hoped that these instructors, when qualified, will enable St. John first aid training to be extended throughout the Police Force.

Boy Scouts

The number of uniformed Scouts in the Colony has for the first time exceeded the thousand mark; the total enrolment increased in 1955 from 755 to 1,002 Scouts of all ranks, that is, by one-third. There are now forty Scout Troops, eight Senior Troops, six Cub Packs and three Sea-Scout Crews in North Borneo. These are scattered throughout the Colony and, as each boy takes a promise of service and loyalty, the contribution that the Scout movement makes towards the development of the Colony's youth is clearly a healthy one.

The Secretary of State for the Colonies visited North Borneo during the year. As an old Scout he was very interested to meet local Troops and he expressed his pleasure at seeing the progress made in Scouting since the war.

A new Local Association was formed at Tawau under the chairmanship of the Resident. A Scout rally was held at Labuan; it lasted a week and was attended by boys from the East and West Coasts and from Brunei. A contingent of seven Scouts represented North Borneo at the Pan-Pacific Jamboree held at Melbourne in December. They carried a Colony flag presented to them by the Chief Scout of North Borneo, His Excellency the Governor, and gained good reports from the organisers of the Jamboree. There has been an increasing amount of camping and travelling. Tawau boys did a satisfactory trip in the Mostyn area, a party of Scouts from Labuan climbed Mount Kinabalu, and Kudat and Jesselton Scouts held several camps.

A Tuaran Scout was awarded the Gilt Cross for gallantry in rescuing a child from drowning.

Girl Guides

The progress of Guiding in Jesselton since the end of 1954 has been hampered to a certain extent by a lack of Guiders, but in Sandakan, Kudat and Tawau it has been most promising. The total enrolment in the Colony now comprises 123 Guides and fifty-eight Brownies.

In August, during the visit to the Colony of the Secretary of State for the Colonies, Lady Patricia Lennox-Boyd declared open the new Guide headquarters at Jesselton which had been named the Gatford Hut after Mrs. Gatford, lately Colony Commissioner.

The headquarters building is constructed in semi-permanent materials and is situated in an open space at Batu Tiga near the new Red Cross and St. John Ambulance headquarters.

The first post-war Guide camp was held at Labuan in August. Guides from Jesselton, Kudat, Sandakan and Tawau joined with others from Brunei, and in spite of heavy rain the camp was a great success. The Colony President visited the camp for the *makan besar* (feast) which was followed by a camp fire, with Scout songs, Chinese and Malay dancing, and a great variety of Guide songs.

The North Borneo Anti-Tuberculosis Association (NOBATA)

The North Borneo Anti-Tuberculosis Association was formed in 1953 as a local voluntary social welfare association with the objects of combating tuberculosis in the Colony by all available means and providing relief to tuberculars and their dependants. The Association is now firmly established as a Colony-wide organisation. New provisional branches were opened during the year at Kuala Penyu, Kota Belud and Lamag, making a total of sixteen district branches. The headquarters of the Association are situated at Jesselton. All communities have continued to support the Association generously. The Association was aided during 1955 by a grant from the Social Welfare Council and by financial and practical assistance rendered by local voluntary organisations. The Association continued to work in close liaison with the Medical Department and the local branches of the British Red Cross Society and the National Association for the Prevention of Tuberculosis in the United Kingdom. Contact was maintained with other Commonwealth tuberculosis organisations and also with the National Tuberculosis Association of the United States of America. During 1955 more than \$30,000 was spent by the Association.

The Association employed a fully qualified dresser to visit country villages and to give advice and attention to out-patients who were unable to pay regular visits to Jesselton or other hospitals where treatment could be given. At Jesselton the Association has built a headquarters office, a canteen in the compound of the General Hospital and a Rest Home to accommodate tubercular suspects and out-patients transported by the Association for examination and medical treatment. The Home contains sixteen beds, is simply furnished and is equipped with cooking and washing facilities as well as a library and recreational amenities. Progress has been made with occupational therapy work.

The Association's voluntary lady welfare workers travelled extensively throughout the year visiting out-stations and villages to provide assistance for patients and their dependants, and to

keep in touch with ex-patients. Powdered milk, cod liver oil and clothing were made available to out-patients and their families after investigation of individual cases by the Association's welfare officers. Considerable attention is given to the welfare of patients in the tuberculosis wards of the hospitals. The tubercular patients in the Jesselton Hospital are supplied regularly with newspapers, magazines and books. Each tuberculosis ward is equipped with its own wireless set and records are regularly supplied for the gramophone donated by the Association.

The activities of the Association include the dissemination of anti-tuberculosis propaganda and a sustained publicity campaign directed at making the population aware of the dangers of the disease. More than 25,000 posters, leaflets and handbills were distributed to schools, estates and commercial undertakings during the year. In December the Association organised a Christmas party for tubercular in-patients in the Jesselton Hospital, and *NOBATA* branch committees made similar arrangements for tuberculosis patients in their particular districts. More than 400 gift parcels were distributed.

The Association was represented by a delegation of three at the Fourth Commonwealth Health and Tuberculosis Conference held in London in June, and a member of *NOBATA* was an observer at the Pacific Tuberculosis Conference held at Sydney in October. A committee member of the Association was awarded a scholarship by the National Association for the Prevention of Tuberculosis and studied anti-tuberculosis work in England for six months.

Rotary International

The Rotary Club of Jesselton received its charter in 1952 and was the first Rotary Club to be formed in North Borneo. There is now a second Rotary Club at Sandakan and, addition, a Rotary Inner Wheel Club, composed of the wives of Rotarians, meets at Jesselton.

Rotary has contributed much in the field of social service. A project to provide a youth club at Jesselton, which was commenced in 1954, came to fruition in 1955, and the new building is to be opened by His Excellency the Governor on the 4th February, 1956. The club will have cost approximately \$30,000. The Rotary Clubs have also made available practical assistance in the form of scholarships and contributions to public causes, such as the North Borneo Anti-Tuberculosis Association and the North Borneo War Victims Fund.

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 respectively were governed by the laws of the former State and the laws of the Straits Settlements. The work of unification and revision was completed during the past year by bringing into operation the Revised Edition (1953) of the Laws of the Colony. A supplementary volume carried this work forward to the end of 1954 and annual volumes will in future be issued each year.

Legislation during 1955

During the year under review twenty-two Ordinances were enacted, the most comprehensive of which were those dealing with a Credit Corporation, Workmen's Compensation, Revised Edition of the Laws (Supplementary Volume), and Revised Edition of the Laws (Annual Volumes).

The object of the Credit Corporation Ordinance (No. 1) is to establish a statutory body to provide a source of finance for industrial and agricultural development and for housing and building in all the parts of the Colony. The Workmen's Compensation Ordinance (No. 14) is to consolidate and amend the law relating to payment of compensation to workmen for injuries suffered in the course of their employment. The Revised Edition of the Laws (Supplementary Volume) Ordinance (No. 9) makes provision for the preparation and publication of the Supplementary Volume covering the period from the 1st July, 1953 to the 31st December, 1954. The Revised Edition of the Laws (Annual Volume) Ordinance (No. 10) provides for the publication of Ordinances and Subsidiary Legislation of the Colony in Annual Volumes under the direction of the Attorney-General. The Customs Orders (Validation) Ordinance (No. 16) is to validate certain orders made under the Customs Ordinance (Cap. 33).

By the combined provisions of the Income Tax (Amendment) Ordinance (No. 6) and the Residents Tax (Repeal) Ordinance (No. 7) the operation of income tax law was extended to personal as well as company tax, and other provisions were introduced leading towards a complete revision of the law which it is hoped will be enacted in 1956.

A group of three Ordinances (the Dressers (Licensing) (Amendment) Ordinance (No. 11), the Medical Registration (Amendment) Ordinance (No. 12) and the Poisons and Deleterious Drugs (Amendment) Ordinance (No. 13)) revised the law with regard to registration and control of medical practice in its various phases in the Colony.

Other Ordinances of a general nature or relating to particular amendments are as follows:

Holidays (Amendment) Ordinance (No. 5), Immigration (Amendment) Ordinance (No. 3), Labour (Amendment) Ordinance (No. 2), Police Force (Amendment) Ordinance (No. 21), Promissory Oaths (Amendment) Ordinance (No. 19), Reconstitution of Land Office Records (Labuan) (Amendment) Ordinance (No. 4), Trustees (Incorporation) (Amendment) Ordinance (No. 8), Widows' and Orphans' Pensions (Amendment) Ordinance (No. 17), and the usual Appropriation Ordinances.

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. There are still in force a number of Ordinances of the former State of North Borneo and a few Proclamations of the British Military Administration. The law in Labuan, which for historical reasons formerly differed in many respects from that of the Mainland, has now been brought into line either by applying Ordinances of the former State to Labuan or, occasionally, by applying Straits Settlements legislation to the Mainland. A large number of Straits Settlements Ordinances which applied to Labuan have also been repealed. 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.

Three sessions of the Court of Appeal were held at Jesselton during the year. Judges came from Sarawak in order to constitute the Court. The Judge in North Borneo has also visited Kuching, Sarawak as a member of the Court of Appeal there. The High Court sits chiefly in Jesselton but has also visited most districts on circuit. There is only one Judge resident in the Colony.

There are gazetted twenty-five Magistrates of the First Class, fifteen Magistrates of the Second Class and eleven Magistrates of the Third Class. Several Magistrates, however, are seldom called upon to exercise magisterial functions. There are no full-time Magistrates and all Magistrates are drawn from the Administration.

In the High Court the commonest type of civil suit is for the recovery of debt, where the value in dispute exceeds the limit of the jurisdiction of a First Class Magistrate. That limit is five hundred dollars, except in the case of a few Magistrates on whom has been conferred jurisdiction up to one thousand dollars. In the Magistrates' Courts almost all the civil suits are for the recovery of debt within the limits of the Magistrates' jurisdiction. A record of the work of the Courts of the Colony during 1955 will be found in Appendix VIII.

Native Courts

Quite distinct from the Magisterial Courts are the Native Courts, of which there were 41 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 a breach of native law or custom in which all the parties are natives;
- (b) in cases arising from a 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 a 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 Resident. A final appeal lies to the Governor.

During 1955 a total of 2,398 cases were heard by the Native Courts. There were 35 appeals to District Officers, 15 to Residents and 7 to the Governor.

POLICE

Organisation

The headquarters of the Police Force is at Kepayan, Jesselton, five miles from the capital, where the Police Depot, including the training school, is situated. The Depot accommodates 200 bachelors and 104 married men with their families. The Headquarters and Depot were opened by the Duchess of Kent in 1952.

For police administration purposes the Colony is divided into two divisions, the East Coast Division, commanded by a Divisional Superintendent, and the West Coast Division directly under Headquarters. The East Coast Division has a total strength of 317. Included in this figure are five Gazetted Officers, six Chief Inspectors and Inspectors, one Sergeant-Major and 305 Other Ranks. There are five police stations on the East Coast. Gazetted Officers are posted to the stations at Sandakan, Lahad Datu and Tawau. There are nineteen police stations in the West Coast Division. Gazetted Officers are posted at Jesselton, Labuan, Kudat and Beaufort.

Strength

The force at 31st December, 1955 included 553 Dusuns, 171 Muruts, eighty-five Malays, twenty-four Chinese and twenty-four Indians as well as Bruneis, Kedayans, Bajaus, Illanuns and other races.

The establishment and strength at the beginning and the end of 1955 were as follows:

		<i>Establish- ment</i>	<i>on 1/1/55</i>	<i>Strength on 31/12/55</i>
Gazetted Officers	...	22	18	20
Inspectors	...	19	14	13
Sergeant Majors	...	7	6	7
Sergeants and Lance Sergeants	...	45	44	43
Corporals	...	42	41	38
Lance Corporals	...	63	55	57
Constables	...	764	744	731
Detectives and P.I.E.s	...	40	35	39
Rural Constables	...	30	32	31
Teachers	...	1	1	1
Serangs and Engineers...		12	3	7
		<hr/>	<hr/>	<hr/>
TOTAL	...	1,045	993	987
		<hr/>	<hr/>	<hr/>

Three expatriate Chinese Inspectors were engaged during the year. Two are experienced vehicle inspectors and have been posted to Jesselton and Sandakan for vehicle registration and inspection. The third Inspector is undergoing training at the Police Training School in Singapore.

Police Reserve and Special Constabulary

The police reserve consists of men who have served not less than three years in the police force. Its members engage for three-yearly periods and receive a small quarterly bounty. At the

end of the year police reservists numbered 187. Forty-eight reservists were called in for a special course of training of one month's duration at the Depot.

Recruitment and Training

There were ninety-nine recruits in training on the 1st January, 1955 and a further seventy-eight recruits were enlisted during the course of the year. 106 men completed their training satisfactorily, a total of fifty-one remaining in training at the end of the year. All forms of police training are undertaken in the Depot. The first training course for Marine constables entering the Marine Branch was instituted during the year.

The minimum educational standard required for entry into the Force is normally Primary III. Recruits undertake a basic course of nine months' duration at the Police Training School at the Depot.

A one month's refresher course was attended by four Inspectors who passed satisfactorily.

Arrangements are being made to secure the services of two trained teachers to conduct English classes as part of the normal Depot curriculum and to teach police children of school age who are unable to attend local schools.

Discipline, Health and Welfare

A high standard of discipline was maintained at the Depot and throughout the Force in general, and morale and health remained good.

A central canteen organisation at the Depot provides recreational, shopping and messing facilities for the men and is very popular. In police districts under the supervision of Gazetted Officers smaller canteens are run. Canteen profits are allotted entirely to welfare. Outdoor recreation is a most important feature of welfare; games are played regularly and competitors from most districts participate in the police annual athletic meet held in Jesselton as well as in the Colony-wide events organised by the Amateur Athletic Association. All small stations are provided with dry battery receiving sets for recreational use. These sets are immensely popular.

The health of the Force has on the whole been excellent. There were no deaths during the year and very few cases of tuberculosis were detected. Police clinics are run by the Medical Department assisted by the wives of police officers. Figures showing the number of clinics held and attendance are as follows:

	1952	1953	1954	1955
Number of clinics held ...	26	42	48	58
Attendance ...	987	1,597	2,797	4,136

Band

The police band has shown great progress and played at functions during the year in all parts of the Colony. The members of the band are drawn from all districts and are under the direction of a Band Master who is a Gazetted Officer.

Transport

There has been no significant increase in the motor transport of the Force but it was found necessary substantially to increase the Marine transport establishment. At the beginning of the year the Marine Branch consisted of one sea-going patrol launch (*Segama*) and a number of miscellaneous small craft. Of the latter the harbour launches stationed at Labuan, Jesselton and Kudat were found unsuitable and have been taken out of service. Two native-type craft at Lamag and Beluran have been immobile due to the failure of their engines.

On the 1st January the Preventive Branch of the Customs Department was incorporated into the Police Marine Branch and its launch *Kerri Anne* (renamed *Sababan*) was taken over. *Malawali* (renamed *Sangitan*) was taken over from the Marine Department. At the close of the year the operational craft consisted of three sea-going launches, three kumpits with out-board engines and three small craft, all of which were stationed on the East Coast. Marine Branch personnel consisted of:

- 1 Gazetted Officer
- 6 Serangs
- 6 Engineers
- 3 Lance Corporals
- 30 Constables.

During the year proposals were made to Government to increase the strength of the Branch. Recruitment is going forward and it is expected that the Branch will be up to full strength by the middle of 1956. The posting of an officer permanently to marine duties allowed greatly increased patrolling. During the year the following patrolling was done:

<i>Launch</i>		<i>At sea</i>	<i>In port</i>	<i>Unserviceable</i>	<i>On Slip</i>
<i>Segama</i>	...	167 days	114 days	58 days	26 days
<i>Sabahan</i>	...	120 „	76 „	161 „	8 „
<i>Sangitan</i>	...	185 „	101 „	8 „	71 „
3 Kumpits	...	450 „	475 „	90 „	80 „

The total mileage steamed by these craft was 47,500.

Increased patrolling by police craft and monthly visits by R.A.F. Sunderland aircraft from Seletar have kept the East Coast under much better surveillance. No cases of piracy were reported during the year.

Police craft accounted for the arrest of eighteen vessels carrying a total of 149 persons. All arrests were in connection with illegal bark cutting and fishing and were made almost entirely on the East Coast.

Radio Communications

High frequency radio stations are maintained at Jesselton and a number of other points. Certain marine craft are also included in the police radio network. Police headquarters at Jesselton maintains daily contact with the police in the neighbouring British territories. The traffic carried on the network has increased considerably and during the year a total of 5,221 outward messages and 6,762 inward messages in morse in addition to a large amount of R/T traffic was handled by headquarters alone. The police radio system has proved to be most successful and is of great value in obtaining rapid communication between districts. On a number of occasions emergency civilian traffic has been passed when the normal Government telegraphic service has been closed.

Buildings

The building programme continues to make good progress. The new police station and quarters at Sandakan were occupied and married quarters of a new and pleasant design at Papar were completed and brought into use. New quarters at Labuan were nearly finished at the end of the year and work was in progress on married accommodation at Tenom and Sipitang. The new police station and lock-up at Tawau are due to be taken over in January, 1956. Owing to the greatly increased proportion of young members of the Force who are getting married, it has been found necessary to vary building programmes not yet completed to include more married accommodation and to reduce the number of bachelor barracks.

Immigration

Immigration duties were taken over from the former Department of Immigration and Labour on the 1st January, the Commissioner of Police becoming Commissioner of Immigration and Officers in Charge of Police Districts being gazetted Assistant Commissioners of Immigration for the purposes of the Immigration Ordinance (Cap. 58). The volume of immigration traffic handled in 1955 is indicated by the following statistics which relate to the three principal ports of the Colony:

Labuan

Ships	...	...	...	...	924
Aircraft	...	...	...	...	2,196
Inward passengers	...	...	...	...	11,431
Outward passengers	...	...	...	...	11,639
Transit passengers	...	...	...	...	10,059

Sandakan

Ships (including coastal and barter trade traffic)					835
Inward passengers	...	...	...	...	8,463
Outward passengers	...	...	...	...	8,770

Tawau

Ships (including coastal and barter trade traffic)					3,180
Inward passengers	...	...	...	...	21,665
Outward passengers	...	...	...	...	19,834

Crime

Serious crime is fortunately comparatively rare. 3,056 cases of all categories of crime were reported in 1955 as compared with 3,167 cases in the previous year. 2,022 convictions were obtained in 2,255 cases taken to Court, compared with 2,039 convictions obtained in 2,369 cases in 1954. The number of persons convicted was 2,593, compared with 2,480 in 1954. There was an apparent increase in the number of offences against the person: the figures in Appendix X show, however, that nearly 50% of the cases reported were in respect of minor offences, the number of serious crimes remaining at much the same level as in 1954. Offences against property showed little variation. Comparative figures for the years 1951-1955 are:

	1951	1952	1953	1954	1955
Offences against the person ...	189	104	62	63	116
Offences against property ...	794	674	553	618	617

Detailed crime statistics are to be found in Appendix X.

Of the total of ninety-four juveniles and youthful offenders recorded in Appendix X as having received prison sentences under Other Ordinances it should be noted that seventy-two were illegal immigrants and eighty-one over seventeen years of age.

During the year 906 fingerprint enquiries were received by the Criminal Investigation Department, an increase of sixty-four over the previous year; of these 125, or 13%, were traced. 709 new sets of fingerprints were added to the Registry during 1955 bringing the total since the war, during which all earlier records were destroyed, to 5,767.

PRISONS

Organisation

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

The central prison at Jesselton, which was completed in 1953, can accommodate 188 men and ten women prisoners. There is a smaller prison at Sandakan which serves the East Coast. In each police district there are one or more lock-ups where prisoners whose sentences are less than six months are detained. The responsibility for the supervision of lock-ups falls upon Officers in Charge of Police Districts or, in certain cases, upon the District Officer. There are sixteen lock-ups in the Colony.

Staff

There is at present no Superintendent of Prisons at headquarters but an officer has been nominated to fill the existing vacancy. The duties of this post are meanwhile being performed by the Staff Officer, Police Headquarters.

The Prisons Department staff has been static for the past few years. Details are as follows:

			<i>Establish- ment</i>	<i>Strength on 1.1.55</i>	<i>on 31.12.55</i>
Gaolers	...	...	2	2	2
Senior Warders		...	3	3	3
Warders, Grade I		...	17	8	9
" II		...	22	15	17
Probationary Warders		...	3	3	8
Outstation		...	15	15	13
Wardresses	...	...	3	2	2
Clerical officers		...	2	2	2
TOTAL			67	50	56

Warders and wardresses are engaged and trained locally; there are, however, a few Indian warders who have been in the service since pre-war days. In recent years enlistment of suitable personnel has proved difficult.

Discipline and Health

Discipline both amongst the prisons staff and prisoners has been good and health excellent. Government Medical Officers are in regular attendance at prisons and lock-ups, and there is a resident dresser at the central prison, which has its own hospital.

There were five escapes from various district lock-ups during the year compared with seven in the previous year. All five escapees were recaptured.

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.

Long sentence prisoners are taught trades in the central prison and at Sandakan. There are workshops for tinsmiths, carpenters, cobblers, blacksmiths and tailors. Prisoners with an agricultural background are given the opportunity of working in the prison gardens.

Welfare, Education and Sports (Central Prison)

There are no salaried chaplains but prisoners receive regular visits from chaplains of various denominations who look after their spiritual welfare. Books are supplied from the prison library. Films are shown once a month and games such as volley ball are played regularly. With the posting of a full-time prisons officer it will be possible to augment this programme considerably.

Visiting Justices and Visiting Committees

The prisons in Jesselton and Sandakan and all lock-ups are visited regularly by nominated members of the public who are able to observe the organisation of the Department and to interview the prisoners. Their reports in the course of the year have been most satisfactory and complaints by prisoners very few.

Extra-mural Sentences

The introduction of legislation to permit extra-mural sentences is now under consideration. Experiments have already been made in some country districts where female prisoners have been allotted outside tasks. These have shown that a system of extra-mural punishments is likely to be successful.

Admissions (from all Courts)

623 male and twenty-two female adult prisoners were committed during the year. Three juveniles were sent to the Boys' Home in Kuching, Sarawak, all having been convicted of theft.

Offences

For details of offences committed and the general trend of crime *see* Appendix X.

Juvenile Delinquents

There is little juvenile delinquency and the problem is not a serious one. Under the Criminal Procedure Code first offenders may be released on probation and wide use is made of this provision by magistrates when dealing with juveniles. There are no special children's Courts and no remand home. By an agreement with the Sarawak Government juveniles who have been sentenced to detention are in most cases sent to the Boys' Home at Kuching.

Chapter 10: Public Utilities and Public Works

PUBLIC WORKS DEPARTMENT

THE Public Works Department is responsible for all works of a public nature, including the provision and maintenance of roads, public utilities (except where these utilities are provided by private enterprise under licence), Government buildings, wharves and airfields and for drainage and irrigation projects.

The strength of the Department at the end of the year was 116 officers, of whom eighteen were in the Senior service and ninety-eight in the Junior service. The department is under the direction of a Director of Public Works, who is assisted by a Deputy Director. Departmental headquarters are at Jesselton. Senior Executive Engineers stationed at Jesselton, Labuan and Sandakan are responsible for public works in the West Coast, Interior (and Labuan), and Sandakan and Tawau Residencies respectively.

In September the Director of Public Works ceased to be responsible for civil aviation, a separate department for the three British Borneo territories being constituted under a single Director of Civil Aviation.

Total expenditure, including drainage and irrigation works but not civil aviation expenditure, amounted to \$15.8 million, of which \$3.1 million was met from Colonial Development and Welfare sources. Personal emoluments amounted to \$655,650, or 4.1% of the Department's total expenditure for the year.

In the Department's mechanical section, further skilled artisans were recruited from overseas and this, together with the provision of new artisan quarters and labour lines which have helped to attract a better class of worker, has resulted in a general all-round improvement of work and output; but the branch is still handicapped to a certain extent by the lack of adequate workshop facilities caused through delays in the arrival of materials for the new building. Additional machinery was, however, installed and a new stores building constructed at Jesselton. The training of mechanical apprentices continued. The field service provided by the section was extended, a mobile lubricating rig was completed for Labuan and improved servicing facilities provided in Kudat, Papar and Tawau. The principal items of heavy plant received during the year were two Caterpillar graders, six Aveling Barford maintenance graders, four International TD. 14 and two TD. 18 bulldozers, one scraper and one large gooseneck low loader trailer.

The team of two engineers provided in 1954 under the World Health Organisation Environmental Sanitation Scheme continued with the preparation of detailed plans and specifications for sewage disposal in Jesselton and Sandakan. Good progress was made and plans for the Jesselton urban area were completed as well as for part of Sandakan. Work on the implementation of the plans is expected to commence in the near future. The field work for a similar scheme in Tawau was undertaken whilst plans for Labuan, Kudat, Papar and Beaufort will follow. It is hoped that all planning and design work will be completed by the end of 1956 or early 1957.

Two major reclamation schemes were commenced in Jesselton. The main scheme, covering an area of approximately 6.25 acres extending from Fraser Street to Dent Street, is for filling by means of dredger and sand pump, and has been given out to contract. Unfortunately the output of the dredger was much lower than was expected and, although the seawall has been finished, the filling was only about 70% complete by the end of the year. The reclamation of a triangular section of about seven acres north of the wharf to provide facilities for bulk oil storage, godowns, etc., was about half finished by the end of the year. The material for this reclamation was taken from Tanjong Lipat hill immediately behind the wharf, but this hill has unexpectedly proved to contain a large proportion of rock and the progress of the work has been considerably slowed.

Good progress was made in the wharf reconstruction programme. Early in the year work was started on the new wharf at Sandakan and by August the first section was brought into operation enabling the remainder of the old wharf to be demolished. The whole wharf with the exception of ancillary works was virtually completed by the end of 1955. Construction of the new wharf at Jesselton was commenced in July and progress by the end of the year was up to schedule. The necessity for keeping existing wharves open to shipping during the period of construction made progress rather slower than it would have been with a clear site on which to work. Improvements were carried out to the old wharves at Tawau and Kudat pending investigations for a reconstruction programme.

Because of the deterioration of the runway surface at the Labuan airfield major repairs had to be put in hand. In January, 1955 Qantas Empire Airways, which had discontinued using the airfield because of the condition of the runway, resumed their service through Labuan. The decision was subsequently taken to enlarge the runway to 6,400 feet in length (including over-runs) by 150 feet in width with cleared and levelled margins for a total width of 500 feet. As a result of the gradual build-up of heavy plant during the year considerable progress was made. The grass airfield at Jesselton was closed to Dakota traffic for a total of

seven days during the year because of flooding. Works to improve the drainage of the strip were commenced at the end of the year, but a complete cure will involve a major work on this low-lying airfield. The feeder service airfield at Lahad Datu was closed in March owing to adverse reports from Malayan Airways regarding the condition of the strip and margins. Remedial measures were carried out and, after a proving flight in December, the strip was accepted for re-opening in January, 1956. The airfield at Sandakan and the feeder service strips at Keningau, Kudat, Ranau and Tawau operated throughout the year.

The work of the Department in respect of drainage and irrigation, buildings, roads, waterworks and electricity is covered elsewhere in this report.

ELECTRICITY

The Public Works Department supplies electricity for Jesselton, Labuan and Tuaran. At Sandakan, Tawau, Kudat and Papar electricity is supplied by private enterprise. There are no public electricity undertakings in any other places in the Colony.

An important development during the year was the constitution of an Electricity Advisory Board. The Board consists largely of unofficial members and holds frequent meetings at Jesselton. Its functions are to advise Government and the Director of Public Works on all aspects of the operation of the Government electrical installations in the Colony. The aim is to transfer, as soon as that can conveniently be arranged, the responsibility for electrical undertakings at present vesting in the Public Works Department to a statutory Electricity Authority.

Government Power Stations

The power station at Tanjong Aru, which supplies power to the whole of Jesselton, was completed in 1954 and has a total capacity of 1,485 K.W. The load has increased steadily since the opening of the station, but the capacity of the station was reduced during the year by the removal of two small supplementary sets which had been installed as a temporary measure to assist during the change-over period from the old to the new generating plant. Distribution is by alternating current at 6,600 volts and by three phase 400 to 230 volts at 50 cycles per second. At the end of the year there were 794 domestic and 397 commercial consumers. Total consumption for 1955 was 1,279,981 units (nearly double the consumption during 1954). A new tariff, drawn up by the Electricity Advisory Board, was accepted by Government during the year for introduction at the beginning of 1956. The tariff is designed both to encourage the consumption of electricity and to pass on to the consumer the slightly cheaper rates which experience has shown to be possible. Under the new tariff

there is a flat rate for lighting and fans of thirty-five cents per Kwh. Commercial power and heating are charged at twenty cents per Kwh. and lighting and power for hotels, clubs, schools, etc., at an all-in rate of \$1.75 per 100 square feet of floor area plus ten cents per Kwh. used. There is also an all-in domestic tariff for dwelling houses and the residential portions of shophouses, under which thirty-five cents per Kwh. are charged for the first thirty units and ten cents per unit thereafter. There are separate rates for industrial power and lighting and for shophouses.

At Labuan the construction of the new power station is well under way. The installed capacity at the end of the year was 280 K.W. About half of the Labuan urban area is now supplied by high tension power (6,600 volts) dropping to 400 volts (three phase) through six transformers. There was a substantial increase in the number of consumers during the year, 304 being connected as compared with 262 at the end of 1954. The total consumption during the year was 134,000 units—an increase of 25% over the 1954 total. The tariff was forty-five cents per unit for lighting and twenty cents per unit for power.

At Tuaran the consumption of electricity was a little above that during 1954: 26,321 units were used in comparison with 25,028 units in the previous year. The total installed capacity at the end of 1955 was 77 K.W. It is hoped that when the pumping plant for the water works comes into use (in 1956) the generating plant will be able to work on a two-shift basis.

The possibility of installing a small generating set to serve the township of Keningau is at present being explored.

Commercial Power Stations

The Sandakan Light and Power Co. (1922), Limited, serves Sandakan with electricity. During the year an additional set of 750 K.W. capacity was installed, but it was not possible to bring this into use because of mechanical defects. When the set is operating the total capacity of the Company's power station (which burns waste timber from the British Borneo Timber Company's adjacent sawmills) will be 1,946 K.W.

At Tawau, Kudat and Papar minor undertakings on short-term licences supplied electricity during the year, the capacity of each station being 22.5 K.W. The installation of new stations under licence at Beaufort and Tenom is in progress.

W A T E R

In rural areas drinking water is obtained from wells, ponds and rivers, supplies generally being ample but subject to contamination. In the towns the supply of water is nowhere yet wholly satisfactory, but considerable improvements to supply systems have been effected. Urban expansion and reconstruction (which have increased in tempo of recent years) combine to tax

water supplies severely. The Public Works Department is responsible for the water distribution systems in all the larger towns in which there are water supplies.

Jesselton continues to rely mainly on a reservoir situated about three miles from the town with a capacity of approximately forty million gallons. A supplementary scheme whereby water is drawn from a nearby stream and pumped into the main reservoir was modified during the year. Approximately 120,000 gallons a day are supplied to the main reservoir from this source which is particularly useful during dry periods (which occur not infrequently). After leaving the main reservoir the water is purified before being distributed to consumers. A new 250,000-gallon reservoir at Batu Tiga to serve the urban area of Tanjong Aru was completed enabling the booster pumping stations at South Road and Batu Tiga to be closed. Improvements to the existing water supply were carried out. These included the laying of a new 6" water main 5,600 yards in length from the main reservoir to the town. This considerably relieved the shortage in the town area and improved supplies to Tanjong Aru.

Consumption during the year was 126 million gallons (an average of more than 340,000 gallons per day) as compared with 119 gallons in 1954.

Early in 1955 Sir Bruce White, Wolfe, Barry and Partners of London were engaged as consultants for a new water supply scheme for the whole Jesselton area. Investigations were commenced in April and the consultants' main report was received in October. The scheme envisaged provides in the first instance for a pumped supply of one million gallons per day of fully treated water from the Penampang River at Penampang and will be capable of extension to two million gallons per day.

The Tuaran water supply scheme which was commenced in 1954 was to all intents and purposes completed by the end of the year. The scheme includes river intake, pressure filters and a high level reinforced concrete reservoir of 50,000 gallons capacity. Pumping by electric motors will provide reticulation to the Tuaran urban area with a supply of 100,000 gallons per day. This supply can if required be increased to 200,000 gallons per day.

A scheme to supply Tawau with 250,000 gallons per day of fully treated water will be completed early in 1956. All buildings and pumps have been erected and water mains laid, and two high level steel storage reservoirs were under construction at the end of the year. The previous system of distribution by water lorries has now ceased. All Government buildings and most of the private residencies and shops in the town are now connected to the new mains. The town is enjoying a liberal supply of water which, however, pending the completion of the filtration plant, is not purified or treated.

Sandakan continued to be supplied from the stream at Batu Lima, from which water is pumped to a main service reservoir of 145,000 gallons capacity. Materials for the rehabilitation of the pre-war filtration plant at Sandakan are now coming forward and it is anticipated that fully treated and filtered water will be available in 1956. Minor improvements to pumping plant were carried out and increases in the total storage capacity were made to ensure a continuation of the 24-hour supply to all domestic users and an unlimited supply to shipping. It is expected that the installation of two submersible pumps for bore holes drilled in 1954 will be received early in the year and that these will provide a further 200,000 gallons of water a day. Consumption during the year was ninety-six million gallons as compared with eighty-two million gallons in 1954.

At Labuan the water supply was drawn from bore holes sunk by the Australian forces during the liberation period. Minor improvements to the water supply were carried out but the most important work consisted of the sinking of new bore holes, of which five were completed and tested to give a total of 220,000 gallons per day. (The present supply from the old bore holes is 120,000 gallons per day). The new bore holes are in the same area as the present ones, and an analysis indicates good water. Submersible pumps have been ordered and it is hoped that the new schemes will be in operation in 1956. The total number of consumers increased from 200 to 280, and the old truck supply system has been reduced to twenty consumers. Consumption during the year was forty-six million gallons (an increase of nine million gallons on the consumption in 1954).

A boring programme carried out at Kudat early in the year proved unsuccessful and the supply remained as in previous years. Water is pumped from wells situated about $1\frac{1}{2}$ miles from the town.

At Tenom the water supply system was improved considerably and a 24-hour supply is now available in the town area. Although materials for piped gravity supplies for Beaufort and Keningau had arrived there was considerable delay in commencing construction work. Arrangements are, however, now in hand and it is anticipated that the schemes will be completed in 1956.

Chapter 11: Communications

HARBOURS AND SHIPPING

Ports

THE principal ports in order of tonnage handled during the year are Sandakan, Labuan, Tawau, Lahad Datu (which includes shipping points at Kennedy Bay and Bohihan Island) and Jesselton, all of which handle ocean-going vessels and intermediate vessels regularly trading to Hong Kong and Singapore. Other ports are Kudat and Semporna, which are concerned almost entirely with coastal shipping. Sandakan is the main transshipment port for the East Coast and is also the centre of the timber industry although an increasing number of logs is being loaded at Lahad Datu and Tawau. Tawau lies in the south-east of the Colony near the international boundary with Indonesian Borneo, and is growing in importance with the development of the timber and copra trades in the area. Jesselton, the capital of the Colony and the only port of any size on the West Coast other than Labuan, is also the terminus of the railway which serves the coastal plains of the West Coast and the Interior. The principal commodity exported through Jesselton is rubber, a very large proportion of the Colony's total production passing through this port. Labuan is the transshipment port for the Brunei Bay area, including the oilfields at Seria.

A total of 14,906 vessels (of which 1,572 were ocean-going and 13,334 coastal) with an aggregate gross tonnage of 4,540,797 entered and cleared the ports of the Colony during the year. This was an increase of 578,886 tons on the total tonnage recorded during 1954. Cargo handed during the year totalled 843,601 tons against 737,732 tons in 1954 and 580,126 tons in 1953. A total of 77,592 passengers embarked and disembarked during the year—5,419 more than in the previous year. A table giving detailed figures for the individual ports is at Appendix XII.

Work on the new Customs and Marine Offices at Labuan was commenced early in the year and is expected to be completed during 1956.

The new wharf at Sandakan, which was commenced during 1954, was very nearly completed at the end of the year. This wharf when finished will have a sea frontage of 750 feet allowing berths for one ocean-going vessel with a least depth of twenty-four feet and one intermediate vessel of up to 3,000 tons with a least depth of eighteen feet. There will be inner berths on the eastern end for two coasting vessels with least depths of from seven to seventeen feet and an inner berth on the western end for native

craft and lighters with a least depth of seven feet. The reconstruction of the Jesselton wharf was commenced early in August and is expected to be completed during 1956. General maintenance was carried out to the timber wharves at Kudat, Tawau, Lahad Datu and Semporna.

Details of wharfage available during 1955 are as shown below:

<i>Port</i>	<i>Frontage</i>	<i>Capacity</i>
Labuan	1,025 feet	One ocean-going and four coastal vessels.
Sandakan	650 „	One 3,000-ton and two coastal vessels.
Jesselton	328 „	One 3,000-ton and one coastal vessel.
Tawau	235 „	One 3,000-ton vessel (using mooring dolphins).
Kudat	123 „	One 3,000-ton vessel (using dolphins and buoy).
Lahad Datu	80 „	One coastal vessel.
Semporna	40 „	One coastal vessel maximum 500 tons (using mooring dolphins).

Shipping Services

The principal shipping lines calling at Colony ports during the year were as follows:

The Straits Steamship Co.	—	A regular weekly cargo, passenger and mail service from Singapore calling at Labuan, Jesselton, Kudat, Sandakan and Tawau.
The Indo-China Steam Navigation Co.	—	A weekly service to Labuan, Jesselton, Sandakan and Tawau from Hong Kong.
The China Siam Line	—	A fortnightly service to Labuan, Jesselton, Sandakan and Tawau from Hong Kong and Japan.
The Glen Line	}	— United Kingdom and European ports.
The Blue Funnel Line		
The Ben Line		
The Bank Line	—	South African ports.
The Eastern and Australian Steamship Co.	—	Japanese and Australian ports.
The Australian West Pacific Line	—	Japanese and Australian ports.
The Royal Interocean Line	—	Australian, Indonesian and Thailand ports.
The American Mail	—	U.S.A. ports.
The Netherland Royal Dutch Mail	—	United Kingdom and European ports.
The Royal Rotterdam Lloyd	—	United Kingdom and European ports.
The Anglo-Saxon Petroleum Co., Ltd.	—	Bulk petroleum shipments to Labuan.
The N.B.T. Shipping Co., Ltd.	—	A single vessel service to Singapore/Hong Kong.
The Hong Kong Transportation Co., Ltd.	—	Ocean tugs and lighter service between Labuan and Singapore.
Norse Oriental Line	—	Australia via Malayan ports.
Osaka Shosha Kaisha	—	Japanese ports.

In addition, a number of miscellaneous chartered vessels loaded timber and firewood for export at East Coast ports.

Details by national registry of shipping using Colony ports during 1955 are as follows:

<i>Registry</i>			<i>Gross tonnage</i>
British	...	...	3,441,635
Norwegian	...	...	329,206
Dutch	...	...	209,194
Japanese	...	...	172,732
American	...	...	57,728
Swedish	...	...	43,309
Panamanian	...	...	27,649
Liberian	...	...	7,239
Philippines	...	...	2,294
Miscellaneous	...	...	249,811
(including vessels of N.B. registry and small Philippine craft)			
TOTAL			<u>4,540,797</u>

A total of fifty visits to Colony ports were made by ships of Her Majesty's Navy and foreign men-of-war.

Coastal Shipping and Lighterage

The Straits Steamship Company maintained a fleet of six 200/500-ton coastal vessels, two powered lighters and three dumb lighters with tugs principally as a feeder service for their main-line vessels calling at Labuan. The Company also operated a once-weekly passenger and cargo service connecting Sandakan, Lahad Datu, Mostyn, Semporna and Tawau. (The main-line vessels from Singapore have not hitherto called regularly at Lahad Datu, Mostyn or Semporna). The British Malayan Petroleum Company operated eleven 300-ton L.C.T.-type coastal vessels between Labuan, Brunei and Sarawak. The Company maintained in addition a 5000-ton storage lighter at Labuan for transshipment cargoes for the oilfields. A total of fifteen lighters and seven towing units with a gross tonnage of 5,728 owned by the Hong Kong Transportation Company were used for carrying stone and general cargo between Labuan and Kuala Belait in Brunei. Messrs. Liddell Bros. operated two 250-ton coasting vessels which were engaged on transporting timber and stone between Brunei, Labuan and Jesselton. Messrs. Lo Bros. and Reynell Transportation Co. maintained two 200-ton coasting vessels, one tug and two 100-ton lighters running between Labuan, Brunei and Sarawak ports.

On the East Coast timber operators used altogether 128 barges, lighters, launches and towing units totalling 9,459 gross tons entirely within the timber industry.

Navigational Aids

Eleven steel-piled marine beacon structures similar to the beacon established at Jahat Shoal fifteen miles off the coast between Labuan and Jesselton in 1954 were erected to mark the principal outlying dangers in the Malawali channel. Her Majesty's Survey Ship *Dampier* continued her hydrographic survey in the Malawali channel from April to August and discovered a number of previously uncharted shoals. The vessel also carried out a survey of Sandakan harbour in the vicinity of Pavitt Point. The routine maintenance of all lights, beacons and buoys was undertaken by the Marine Department. The lighthouse and buoy maintenance vessel and launch steamed some 12,774 miles in the execution of this work during the year.

Government Vessels, Launches and Riverine Craft

Government operated fifty-one craft, of which thirty-five were small riverine launches, three harbour vessels and thirteen sea-going units, allocated to the Administration, Customs, Forestry, Marine, Medical, Police and Public Works Departments. The six administrative launches steamed 40,322 miles during the year. Police vessels as in 1954 were engaged mainly in anti-piracy patrols on the East Coast.

Registration of Ships, Boats and Fisheries

Comparative figures showing the number of ships registered at the end of 1954 and 1955 are as follows:

	1954		1955	
	<i>Vessels</i>	<i>Gross Tonnage</i>	<i>Vessels</i>	<i>Gross Tonnage</i>
Colony registry of British Ships (Merchant Shipping Act, 1894)	18	5,883	24	7,447
Local registry (vessels exceeding ten tons not having a British registry outside North Borneo)	167	10,351	159	10,719

In addition 10,225 small local craft, of which 5,396 were fishing boats, were registered and licensed under the Boats and Fisheries Ordinance (Cap. 16). The corresponding figures in 1954 were 10,162 craft, of which 5,494 were fishing boats. Two thousand three hundred and fifty-four sea fishing licences were issued during the year under the provisions of the Boats and Fisheries Ordinance.

Merchant Shipping — Engagement of crews and certificates of competency

A total of 2,038 ships' officers and men were engaged or discharged under articles of agreement before the Superintendents of Shipping at Labuan and Sandakan (1,399 at Labuan and 639

at Sandakan). One hundred and eleven certificates of competency for local masters, mates and helmsmen and sixty-two certificates of competency for engine-drivers were issued.

Survey of Ships and Passenger Licences (The Shipping Ordinance Cap. 135)

One hundred and fifty-seven survey certificates for marine service and registration and 126 passenger licences were issued.

Land Machinery Inspection and Certificates (The Machinery Ordinance, Cap. 75)

Sixty-five certificates of machinery fitness and one certificate of competency for land engine-drivers were issued.

Ship Repair Facilities

Slipping and ship repair facilities in the Colony are still not entirely adequate. A 500-ton slipway owned by the British Borneo Timber Company, Ltd. at Sandakan is used mainly for the servicing of the Company's own vessels. The Government slipway and workshops at Labuan slipped and repaired some 105 vessels totalling 4,661 gross tons, the majority being launches owned by the Governments of North Borneo, Sarawak and Brunei. In addition, approximately 400 repair jobs were carried out on commercial vessels moored at the workshop repair jetty.

RAILWAYS

The Government-owned Railway provides the principal means of communication along the West Coast of the Colony and to Melalap in the Interior and has been an important factor in the development of these areas. Starting from Jesselton, it serves the districts of Putatan, Kinarut, Papar, Kimanis, Bongawan, Membakut and Beaufort, passing through country well populated with natives and Chinese and serving many rubber estates. The line continues up the Padas River Gorge to the agricultural district of Tenom, and beyond to Melalap, from which place an earth road connects with Keningau. From Beaufort a branch line twenty miles in length runs down to the coast at Weston (connected by launch with Labuan). This branch serves further rubber estates and smallholdings.

The total length of the railway is 116 miles, and the Beaufort-Weston section was first opened in 1900. The line was extended to Jesselton and to Tenom in 1905. The whole system together with locomotives, rolling stock, machines, tools and general equipment degenerated from lack of maintenance and renewal during the Japanese occupation period and also sustained severe damage from Allied bombing.

During 1955 further progress was made with the programme of reconstruction and development drawn up in 1953. By the end of the year considerable improvement had been made to the standard of the permanent way between Jesselton and Beaufort, which had been relaid with 60-lb. rail by the end of 1952 but lacked good drainage and ballasting. The complete overhaul of six miles of track was carried out during the year and the formation was standardised over ten miles. At the end of the year nearly thirty miles of the line had been re-ballasted in stone or sand. This work is continuing.

Owing to the high price of rubber stimulating tapping throughout the length of the railway the strength of track maintenance gangs deteriorated considerably. This is a difficult problem which occurs from time to time; when men are most needed they are not available for employment.

Three major bridges were re-girdered. Practically every bridge was destroyed or damaged during the war and although all have now been repaired several still require strengthening for heavier loading and higher speeds. This work is proceeding steadily. During the year a number of minor washaways occurred and remedial measures carried out included the building of a number of new culverts and small span bridges.

The survey and working drawings for the re-alignment, regrading and relaying of the track between Beaufort and Tenom were completed and a contract let for the work, but the progress made was slow because of the shortage of labour. New material for this work has been imported in a steady flow at a rate to suit the programme.

Very good progress was made during the year with the rebuilding programme. Seventeen new staff quarters and two gang houses were built and the new Head Office and new offices for both the Locomotive, Carriage and Wagon Department and the Way and Works Section were completed and occupied.

Further difficulties have been experienced in maintaining the old steam engines. During the year three new 18,380 lbs. tractive effort locomotives were completed and the building of a new passenger diesel train set was commenced in the United Kingdom. Orders were placed for twelve new wagons of various types, and two 35-ton lowside ballast/flat wagons were delivered. Owing to the steel shortage the manufacturers were not able to deliver as early as was expected.

The reconstruction work on power and rolling stock being carried out by the Department proceeded satisfactorily. One 4-6-4 tank engine was given heavy overhaul and converted to 4-6-0 tender type and two other tank engines were in the workshops for heavy repairs. One third class coach was built and seven were rebuilt or overhauled and improved. A mobile dispensary coach was built and has given most satisfactory

service. It was operating from September and approximately 1,400 persons a month received treatment at the various stations. Twenty-four wagons were rebuilt and seven given heavy repairs during the year.

The present power and rolling stock position is as follows:

	<i>In Service 1955</i>	<i>Under repair</i>	<i>Re- building</i>	<i>Await- ing re- building</i>	<i>Total</i>
Steam locomotives ...	8	1	—	—	9
Diesel locomotives ...	3	—	—	—	3
Petrol locomotives ...	2	—	—	—	2
Railcars (6 seats) ...	4	—	—	—	4
Railmotor sets (52 seats) ...	2	—	—	—	2
Rail Jeeps ...	7	2	—	—	9
Coaching stock ...	23	2	—	—	25
Wagon stock ...	121	20	5	4	150

The following table shows the traffic carried in 1955 compared with the two preceding years.

	<i>Passenger journeys</i>	<i>Passenger miles</i>	<i>Goods tons</i>	<i>Goods tons miles</i>
1955 ...	494,333	6,920,662	41,031	1,887,426
1954 ...	437,879	6,130,302	33,651	1,578,232
1953 ...	418,000	5,760,000	32,750	1,765,000

Approximately half the freight carried consisted of local products, mainly rubber, timber and agricultural produce.

Revenue for 1955 compared with 1954 was as follows:

	1954	1955
Passenger ...	\$ 477,891	\$ 503,252
Goods ...	592,978	716,289
Parcels ...	22,282	29,780
Mail ...	3,720	3,720
Livestock ...	11,092	13,840
Miscellaneous ...	101,521	53,096
	<hr/> \$1,209,484 <hr/>	<hr/> \$1,319,977 <hr/>

Recurrent expenditure during the year, which included a provision of \$131,000 for renewals, exceeded revenue by \$86,200 as compared with deficits of \$164,000 and \$202,000 in 1954 and 1953 respectively.

In 1955 all building maintenance work and some track reconditioning work was done by contractors. This enabled directly employed labour to be reduced or transferred to other duties.

At the end of the year the total number of employees was 655 of which six were senior expatriate officers, twenty-one senior subordinates, seventy-four clerks and operating staff and 554 other grades, twenty-three of the latter being employed on contract from overseas.

The high average age of the senior subordinate supervisory staff is a constant anxiety and it remains difficult to recruit suitable candidates to enter the service in the junior positions. Local young men appear reluctant to undertake practical work.

ROADS

The small mileage of roads in the Colony continues, notwithstanding the advances made in recent years in air communications, to impede the progress of development. A very large proportion of the country 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 system of bridle-paths and most of the larger towns in the Colony possess small net-works of feeder roads; but on the East Coast there are few bridle-paths, communications being largely by sea, river and air. Agricultural development is aided infinitely more by adequate road services than by air, sea or river communications. This is recognised by the Government, and considerable progress has been made in recent years in the reconstruction and extension of main roads with bituminous surfaces and the construction of earth feeder roads for use by jeep traffic.

The total mileage of roads and bridle-paths in the Colony at the end of 1954 and 1955 respectively was:

	1954 miles	1955 miles
Metalled roads with bituminised surface	190	209
Other metalled roads	58	94
Earth roads	249	345
Bridle paths 6' to 8' wide	560	593
	<hr/> 1,057	<hr/> 1,241

Early in 1955 a Road Maintenance Working Party was set up to investigate the problem of road maintenance in the Colony and to advise on the most efficient and economical methods of maintenance on all types of road in existence and under construction, and to endeavour to arrive at an estimate of the cost of maintaining these roads. An interim report was submitted to Government in June based on the information available up to that time. A final report will be made when more information has become available after a study of the experience gained from the introduction of mechanical maintenance of gravel and earth

roads. Equipment for mechanical maintenance did not, however, arrive nor the training of drivers commence until late in 1955, with the result that this method of maintenance was barely started by the end of the year.

In the Jesselton area the reconstruction of the Jesselton-Tuaran road continued. A further $2\frac{1}{4}$ miles of new construction, which included over one mile of heavy earth-works and a reinforced concrete bridge of two 36 feet spans with a 22 feet carriage-way at Inanam, were completed. Work also continued on the Kota Belud road, which should be completed in 1956. A span of the Tamparuli low-level bridge which had been destroyed by floods in 1954 was reconstructed, and the approach which has always been subject to erosion was protected by gabions. In the Papar district despite bad weather and shortage of heavy equipment three miles of earth-works on the Bukit Manggis road were completed and designs were prepared for the bridges and culverts required. In Labuan little roadwork could be undertaken because of the necessity to concentrate all available plant on the reconstruction work being undertaken on the airfield—this work indeed affected all road construction throughout the Colony. At Kudat the Sequati and Loro roads were each extended with bitumen surfacing for half a mile. At Sandakan the Leila Road was extended by slightly more than a mile towards Karamunting, a work which necessitated heavy earth-works and a new reinforced concrete bridge.

An experiment has been commenced in Labuan with the construction of a coral concrete road, the first of its kind in the Colony and designed to offset the shortage of suitable stone in Labuan by using small coral, which is available both cheaply and in quantity. If successful, this should provide a serviceable and economical surface for roads which do not have to carry a large number of vehicles.

The introduction of light maintenance graders and Ferguson tractors has indicated that the use of these could make considerable improvement to the standard of maintenance of earth roads, provided that it is recognised that the capacity of the machines is limited and that they are not overloaded.

The stone quarries in all areas were worked to full capacity. Local stone is not, except in a few cases, of high quality and consideration is being given to the importation of granite chippings from Hong Kong, particularly for the resurfacing of the existing bituminised roads.

Remarkable progress was made during the year with a programme (commenced during 1954) in which bridle-paths are being widened and new earth tracks constructed to a standard which will enable them to be used by jeeps and Land Rovers. The purpose of this programme is to open up new land for agricultural development and to provide access to places which have in the past been accessible only by foot or pony. The tracks are being

constructed under the supervision of District Officers, and are being paid for from Colonial Development and Welfare as well as Colony funds. The total mileage of earth roads has increased from 213 at the beginning of 1954 to 345 at the end of 1955.

ROAD TRANSPORT

In 1953, following an investigation in the previous year by the Director of Road Transport, Federation of Malaya, a new Road Traffic Ordinance (Cap. 128) was enacted to replace the 1926 legislation, which was no longer considered adequate. One of the main purposes of the Ordinance was to make possible a re-organisation of the public transport services. Under the Ordinance the Commissioner of Road Transport, who is the Commissioner of Police, is empowered to regulate and control the use of public service and goods service vehicles in any area declared by the Governor in Council to be a regulated area. The two urban centres of Jesselton and Sandakan have been declared regulated areas. In these areas individual owners of buses, taxis and hire cars have been encouraged to form themselves into transport companies, to which monopoly licences have been granted over the main routes. The standard of service maintained by the companies has improved considerably and in 1955 can be considered to have been very satisfactory. Thirteen new buses, built in the United Kingdom, with an average seating capacity of twenty-one passengers, were imported in the year, together with a number of Land Rovers for use on routes which included earth roads. The buses operated by the transport companies run according to regular schedules.

New legislation providing for the use of improved and up-to-date road signs has been brought into force and the signs are displayed throughout the regulated areas.

Comparative figures of the numbers of vehicles, bicycles and drivers licensed are as follows:

	1952	1953	1954	1955
Motor Vehicles	2,884	2,677	3,134	3,532
Bicycles	19,739	19,674	22,476	22,763
Drivers	4,458	4,479	5,255	5,330

AIR COMMUNICATIONS

Air Services

Aviation has now become firmly established as a prime mode of transportation throughout the Colony. The Internal Feeder Services operated by Malayan Airways Ltd. using de Havilland Rapide aircraft have continued to expand and now provide not only communications within North Borneo but also connections

with the State of Brunei and the Colony of Sarawak. This expansion necessitated the introduction of a third Rapide aircraft into the fleet during 1955.

The Feeder Service was inaugurated as a joint venture between Malayan Airways Ltd. and the North Borneo Government. Since the expansion of services to their territories, however, the Governments of Brunei and Sarawak have joined in the operation of the project.

Plans for the construction of additional airfields in North Borneo are being studied in conjunction with the problem of the ultimate replacement for the Rapide aircraft. A new hangar and maintenance base are being constructed at the Labuan airport to enable the Feeder Service base to be transferred there from Sandakan, where it will occupy a more central position for the present route patterns.

The main line Dakota services operated by Malayan Airways Ltd. between Singapore and North Borneo enjoyed a considerable increase in traffic. The number of services was increased from six to seven a week, of which five terminated at Sandakan and the remaining two at Jesselton. A tourist class service which was introduced as an experiment on a once-weekly basis in 1954 proved extremely successful without affecting the existing 1st class services, and it was confirmed on a twice-weekly basis from 1st January, 1955.

External connections with Australia, Indonesia, Hong Kong, Japan and the Philippines are provided by Qantas Empire Airways Ltd., Cathay Pacific Airways, Ltd. and Garuda Indonesian Airways services through Labuan airport.

Airports and Aerodromes

Labuan: International airport with a coral runway capable of accommodating aircraft up to Douglas D.C. 4 (Skymaster) standard. This airport is in the process of being repaired and reconstructed to I.C.A.O. Class C standard.

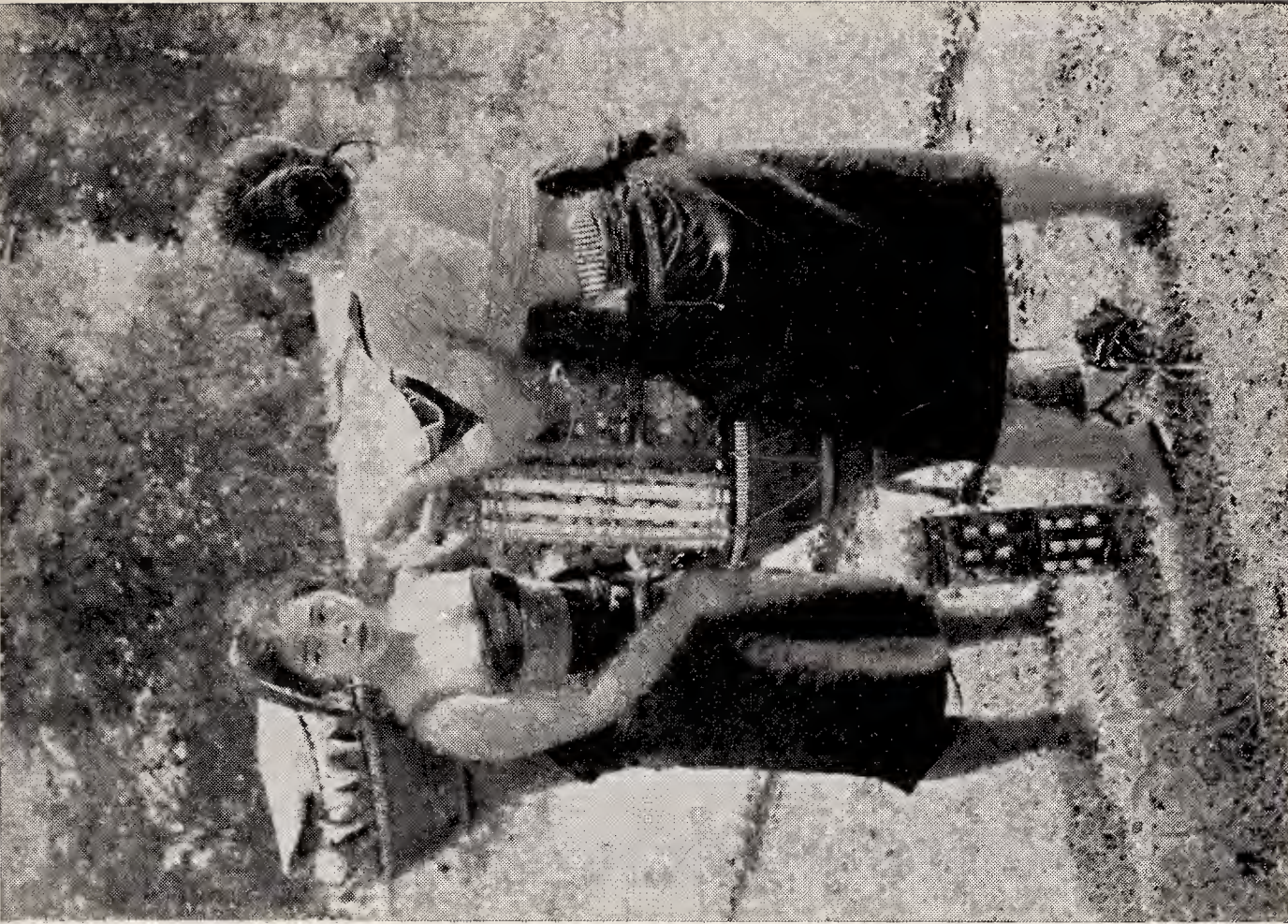
Jesselton and Sandakan: Secondary aerodromes. Grass runways capable of accommodating aircraft up to Douglas D.C. 3 (Dakota) standard.

Ranau, Keningau, Kudat, Lahad Datu and Tawau: Minor aerodromes. Grass runways capable of accommodating aircraft up to de Havilland DH. 89 (Rapide) or Short Sealand standards.

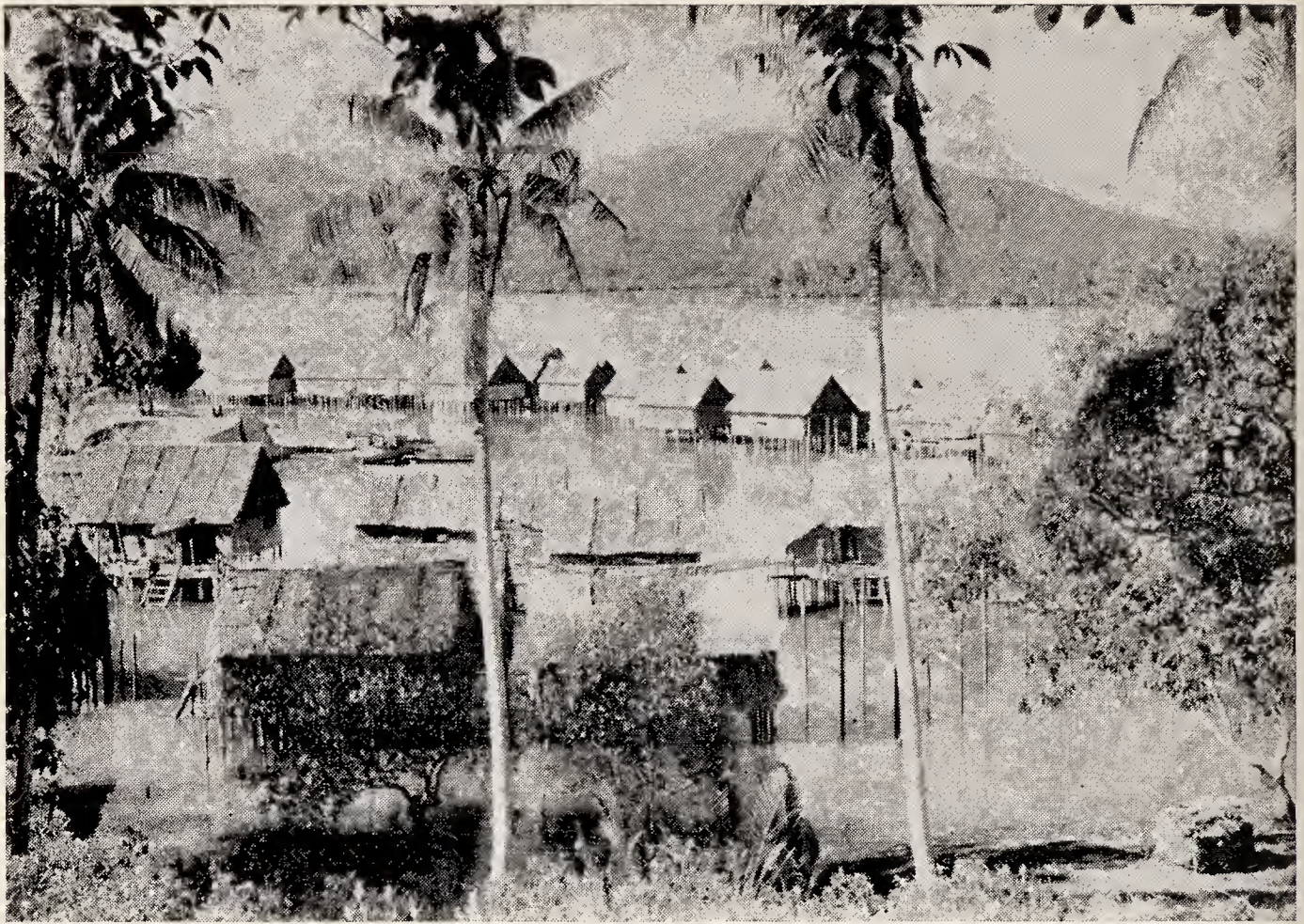
All aerodromes are under the control of the Department of Civil Aviation, which is a unit of the newly-created Joint Civil Aviation Department for the three British Borneo Territories, the headquarters of which are at Jesselton.



(R. Knowles)
A village elder from the Tuaran District.



(R. Knowles)
Dusun women with *bongons* loaded with fruit.



(R. Knowles)

Mengkabong: A Bajau fishing village near Tuaran.



(R. Knowles)

Dusuns going to the market at Kota Belud.

Aeradio Communications

All aerodromes are provided with VHF/RT ground-to-air communications equipment, and Labuan, Jesselton and Sandakan with one or more HF/RT ground-to-air units. An HF/RT point-to-point system between the three major aerodromes was introduced during 1954 and is now being expanded to include all aerodromes. In view, however, of the very heavy signals traffic between Labuan, Jesselton and Sandakan it is intended to reintroduce a WT/HF communications point-to-point system between those aerodromes to support the HF/RT system.

Air Traffic Statistics

A table will be found at Appendix XIII giving details of movements of traffic at the Colony aerodromes.

Scheduled Air Services

The international and internal services in operation at the end of the year were:—

INTERNATIONAL AIR SERVICES

<i>Company</i>	<i>Aircraft</i>	<i>Route</i>	<i>Frequency</i>
Qantas Empire Airways	Douglas D.C. 4	Australia—Labuan— Hongkong—Tokyo	Once weekly in each direction
Malayan Airways	Douglas D.C. 3	Singapore—Kuching— Sibu—Labuan— Jesselton—Sandakan	Seven times week- ly in each direc- tion (two ser- vices terminate at Jesselton)
Cathay Pacific Airways	Douglas D.C. 4	Hongkong—Manila— Labuan—Manila— Hongkong	Once weekly
Garuda Indonesian Airways	Convair 340/240	Djakarta—Labuan— Manila	Once weekly in each direction

INTERNAL FEEDER AIR SERVICE

(Operated by Malayan Airways Ltd., with de Havilland
Rapide 8-seater aircraft)

<i>Route</i>	<i>Frequency</i>
Sandakan — * Lahad Datu — Tawau ...	Twice weekly in each direction.
Sandakan — Kudat — Jesselton ...	Twice weekly in each direction.
Jesselton — Ranau ...	Seven times weekly in each direction.
Jesselton — Labuan ...	Twice weekly in each direction.
Labuan — Keningau — Jesselton ...	Twice weekly in each direction.

* Services to Lahad Datu have been suspended pending alterations to the airstrip.

P O S T S

The Posts and Telegraphs Department is responsible for the handling of mails. The Department is under the control of a Director of Posts and Telegraphs and has its headquarters at Jesselton. There are Post Offices in all the towns in the Colony, at most of which money order and cash on delivery business may be transacted.

Regular air mail services are maintained between the Colony, Singapore and Hong Kong. In 1955 there were mails daily from Singapore to Jesselton and *vice versa* and on five days a week from Singapore to Sandakan and *vice versa*. There was a twice-weekly direct air mail service from Labuan to Hong Kong.

Internal mails were carried largely by air or sea. The feeder air service connecting the principal centres of population was again used extensively for the carriage of mails. The railway carried mails for the West Coast.

There was a slight all round increase in the volume of surface mail and air mail handled. Cash on delivery parcels, however, showed some decline both in numbers and in value in comparison with the totals for the previous year. The value of money orders and of British postal orders handled showed a slight upward trend.

Stamps of the 4-cent, 15-cent, \$1 and \$2 denominations were issued during the year bearing the Royal Portrait of Queen Elizabeth II. The design of these stamps is similar to those bearing the portrait of King George VI, the last of which should be withdrawn in 1956. The revenue from the sale of stamps rose by approximately \$72,000 to a total of \$518,018. Designs for an issue of stamps commemorating the seventy-fifth anniversary of the granting of the Royal Charter to the British North Borneo (Chartered) Company have been approved, and the stamps will be issued in November, 1956.

T E L E C O M M U N I C A T I O N S

Telegraphs

All internal telegrams and those for Sarawak and Brunei are transmitted by the Telegraph Section of the Posts and Telegraphs Department. Overseas telegrams are handled by Messrs. Cable & Wireless, Ltd. at the Company's station at Jesselton.

Internal wireless telegraph circuits were operated in 1955 from Jesselton to connect Labuan, Sandakan, Kudat, Keningau and Ranau, and from Sandakan to connect Kudat, Lahad Datu, Semporna and Tawau. New circuits were installed to enable Jesselton to communicate with Beaufort and Tenom. Land lines were maintained between Jesselton, Papar, Beaufort and Kota Belud. In addition ship-to-shore services were provided at Jesselton, Labuan and Sandakan.

Telephones

There was considerable progress in 1955 in the development of radio telephone communications. A V.H.F. radio telephone service was inaugurated between Labuan and Jesselton and has proved extremely popular. A similar circuit was also opened between Labuan and Brunei. A 120' lattice steel mast was erected at Tuaran in preparation for a V.H.F. radio link with Jesselton.

Messrs. Cable & Wireless, Ltd., continued to provide radio telephone connections between Jesselton and Singapore, Malaya, Hong Kong and Australia. The H.F. telephone connection formerly maintained by the Department between Jesselton and Labuan was discontinued after the introduction of the V.H.F. service, but the H.F. circuit to Sandakan continued in operation.

At Labuan an automatic telephone exchange transferred from Sandakan was installed and this, together with a new cable distribution, enabled a number of new subscribers to be accommodated. A 120-line extension was fitted to the Jesselton automatic exchange, but the increasing demand for telephones very quickly absorbed this. A further extension at present on order will bring the capacity of the exchange to 1,000 subscribers. Small automatic exchanges were installed at Likas and Penampang and connected to the main Jesselton exchange by land line. A new automatic exchange at Tawau met with a popular reception and an order to increase its capacity to 150 lines has been placed. At the end of the year 1,231 exchange lines (1,488 telephones) were in use in the Colony. The revenue from telephone charges increased by \$47,000.

Meteorological Services

Aeronautical meteorological stations were maintained at Labuan, Jesselton and Sandakan airfields. Balloon ascents were observed at Labuan and Sandakan and results, together with synoptic observations, were transmitted to Singapore for the preparation of forecasts. The number of stations from which rainfall and other data are collected has risen to sixty and monthly climatological extracts are published in the *Gazette*. An additional upper wind observation was commenced at Sandakan during the year.

Broadcasting

The Department is responsible for the technical operation of Radio Sabah, details of which are given on page 116.

Chapter 12: Government Information Services Broadcasting, Press and Films

ACTIVITIES for which the Information Service has been directly responsible fall administratively into four sections, each concerned with one of the main media through which the Information Office works. These are the Broadcasting Service, the Press Section, the Public Reading Room and Library Services, and the Film Section.

Increasing public participation in the facilities offered by the Information Service has led to the fullest development of these services within the limits of present resources.

The programme staff of the Broadcasting Service appointed towards the end of the year consisted of Programme Organisers in each of the three language sections. In the press section the Information Officer has been assisted by a European Assistant Press Officer and by two translators, one in Chinese and one in Malay. Part-time library assistants have been in charge of the libraries at Jesselton and Sandakan. The mobile cinema unit has been maintained by part-time operators. All the above staff have been supported on the administrative side by two General Clerical Service clerks and one publications clerk.

Arising out of a decision taken at the Inter-territorial Conference of the three Borneo territories, the Information Officers of Sarawak, Brunei and North Borneo held a conference in Jesselton in August. This was the first of such meetings, to be held regularly in future, and aimed at closer liaison between the Information Services of the three territories.

The major development of 1955 was in the field of broadcasting.

Broadcasting

During the early part of the year experimental transmissions from Radio Sabah continued, using the existing 250-watt transmitting station. Programmes were limited to mid-day transmissions on six days a week, and consisted of four English transmissions, three in both Chinese and Malay and occasional broadcasts in the Dusun language.

Early in 1955 a new transmitting station, built in permanent materials, was completed at Kepayan, five miles outside Jesselton, and the 5-K.W. transmitter purchased towards the end of 1954 under a Colonial Development and Welfare Scheme for broadcasting was installed. Later in the year a timber building, centrally

situated in Jesselton, was converted for use as a temporary studio and broadcasting offices, and new studio equipment purchased with Colonial Development and Welfare Funds was installed. The studio, cubicle recording rooms and record library are air-conditioned, but the general purpose studio, although accoustically treated, could not be sound-proofed owing to financial limitations.

With these new facilities it became possible to operate a more extended service with Colony-wide coverage, and on 9th November an evening service of Radio Sabah was inaugurated by His Excellency the Governor.

The extended service thus established transmitted programmes seven days a week, in English, Malay and Chinese and occasionally Dusun, broadcasting for two and a half hours daily and four and a quarter hours on Saturdays. B.B.C. news bulletins were relayed and B.B.C. transcription recordings, generously loaned by the British Far Eastern Broadcasting Service of the B.B.C., continued to be used extensively, but increasing emphasis has been put on live programmes originating entirely in the studios and using local talent as extensively as possible. The earlier experimental broadcasts of the previous two years proved to be of great value, both in the training of personnel and in the development of local resources of talent and, when the time came, considerably facilitated the establishment of the new service. The local news bulletin which had inspired the earlier daily experimental broadcasts continued to be a main feature of the new service in all three language transmissions.

The character of the programmes may be judged from the following figures, being weekly percentages of total broadcast time in each language:

					<i>Chinese</i>	<i>Malay</i>	<i>English</i>
News	...	...	...	...	23.8	22.3	18.3
Talks	...	...	...	...	4.8	3.2	6.7
Features (including Plays)	...	...	...	...	9.5	9.5	30.8
Music (Local Artists)	...	...	...	...	9.5	19.0	2.9
Music (B.B.C. transcriptions and commercial discs)	...	...	...	...	52.4	46.0	37.5
Educational Broadcasts	...	...	...	...	—	—	3.8
					100	100	100

An analysis of the programme sources is as follows:

		<i>Chinese</i>	<i>Malay</i>	<i>English</i>
B.B.C. Transcription Service				
Programmes ... ..	...	—	—	31.7
Radio Malaya Transcriptions	...	9.5	—	—
Commercial Gramophone Records	...	52.3	46.0	23.0
Live Broadcasts ... ..	...	14.4	31.7	27.0
Local News ... ..	...	23.8	22.3	5.5
B.B.C. News (Relay) ... ..	...	—	—	12.8
		100	100	100

Weekly average broadcasting hours of
each language in December, 1955,
on which the above figures are
based 5 $\frac{1}{4}$ hrs. 5 $\frac{1}{4}$ hrs. 8 $\frac{3}{4}$ hrs.

The response to the new service of Radio Sabah has been notable. The number of licence-holders increased from 3,921 in 1954 to 5,505 by the end of 1955, and battery-operated radio sets have become increasingly popular in the villages.

The responsibility for operating the service in so far as programmes and programme staff are concerned remained that of the Information Officer, but the installation and maintenance of equipment was under the control of the Director of Posts and Telegraphs.

Broadcasts made from Radio Sabah during the year by distinguished visitors included talks by the Right Honourable Mr. R. G. Casey, P.C., C.H., D.S.O., Australian Minister for External Affairs; the Right Honourable Mr. W. S. Kent Hughes, Australian Minister for Internal Affairs; His Excellency the Commissioner-General for South-East Asia, Mr. Malcolm MacDonald; the Baroness Ravensdale; Professor V. T. Harlow; and Professor Landgraf; while Mr. Maurice Clare gave a violin recital.

Press

One of the more important services provided by the Information Office is the supply of official news and background information to the local press. The press section which was organised in 1954 considerably increased its output during the year. A total of 1,627 press releases, publicising Government activities or policies, apart from those received from the London Press Services dealing with United Kingdom or Commonwealth affairs, was issued by this section. These releases were sent to the English press and were edited for use in radio bulletins, and

most of them were translated by the language sections (Chinese and Malay) for use in the vernacular press and vernacular news bulletins. News summaries in Chinese and Malay, enlivened by pictorial supplements, continued to be published on three days a week.

Press conferences were arranged to enable representatives of the local press to meet the Secretary of State for the Colonies and also the Commissioner-General for South-East Asia during their respective visits to North Borneo.

The "North Borneo News and Sabah Times", which since April, 1954, has combined the weekly "North Borneo News" and North Borneo's first English daily newspaper, "Sabah Times", continued to be published daily and to increase its circulation throughout the towns of the Colony. The popularity of the inclusion of news and correspondence in Romanised Malay and Dusun (a feature which expanded from one quarter page to a whole page of the paper during the year) contributed substantially to this increase. A journalist on the staff of this paper was one of a party of five journalists from South-East Asia to visit England in June as the guest of Her Majesty's Government.

The Chinese newspaper "Api Siang Pau" (Jesselton Commercial Press), which began publication in 1954, appeared to be well established and to enjoy an increasing circulation; while the Hua Chiau Jit Pao (Overseas Chinese Daily News) maintained the high standard now associated with it.

Libraries and Reading Rooms

The Public Library and Reading Room in Jesselton, established in new premises in 1953, and the Sandakan Public Library and Reading Room opened last year have continued to be well supported. At the end of 1955 there were 1,456 readers registered in the Jesselton Library and 568 registered in Sandakan. An interesting development has been the increasing use made of these libraries for study and research by students pursuing advanced educational courses.

In outstations, District Teams have shown a growing enthusiasm for reading room and library facilities, which reflects the awakening of a wider interest in world affairs and in the English language so noticeable among the local population. In Kudat a small reading room was established in a converted Government quarter, while in Papar an attractive new building erected in a central position was nearing completion at the end of the year. The Tawau reading room, already well established, was improved and re-decorated.

The Jesselton Library acts as the central library for the Colony; and supplies books to the four sub-libraries. In addition book boxes are distributed to four other outstations. The libraries are stocked exclusively with books in the English

language. The increase of students proficient in the English language may also be reflected in the growing number of persons using the libraries. There are now a total of 2,274 registered readers in all the libraries (including those readers supplied by book boxes) compared with 1,808 in the previous year. All these library facilities are free. There are no other libraries in the country except those in private institutions, such as schools and clubs.

The Information Office is again greatly indebted to the British Council for a second generous grant for books which will include many of the older classics as well as complete sets of the works of more modern authors.

The increased work in the Jesselton Library has led to the appointment of a full-time Librarian in Jesselton in 1956. The libraries in other centres are staffed by part-time librarians, many of whom have given their services voluntarily.

Films

Cinemas constructed in permanent materials and equipped with modern cinemascope screen and projection facilities were opened in the major towns—Jesselton, Sandakan and Labuan. There are now seventeen cinemas in North Borneo and five travelling projector units which serve the smaller towns and larger rubber estates. Films are normally obtained from Singapore. Popular taste accepts an unfortunately low standard of film and the screening of good films is rare; copies of "British News" reels despatched weekly by air by the Central Office of Information are, however, very popular. These are circulated by the Information Service to all cinemas throughout the Colony, and cinema managers have continued to cooperate in showing these as well as other documentary films.

The Information Service cinema unit maintained a regular circuit in and around Jesselton, giving 194 shows attended, it is estimated, by about 65,000 people, a substantial increase on the previous year's figures. Special shows were arranged from time to time in outstations which it has not yet been possible to include within a regular circuit. Wherever possible, shows are screened in the open air and are everywhere well attended.

The arrival of a second projector at the end of the year will make it possible to establish shortly a circuit covering Sandakan and the surrounding district.

The film library was augmented by purchase during the year and by documentaries and newsreels supplied by the Central Office of Information, but considerable reliance is placed on the loan of documentary and educational films made available by the kindness of the Malayan Film Unit, the British Council, the Australian Commission, the United States Information Service and other Singapore Libraries.

The Information Office as yet has no film unit or photographic section, but copies of 16 mm. films of suitable local interest made by local photographers are purchased from time to time.

A copy of a documentary film of Murut life made by an officially sponsored research worker from Singapore was one so purchased and it has been widely appreciated by local residents to whom it has been shown. This film is in colour and parts of it were screened by the B. B. C. Television Service.

At the end of the year an Australian commercial film-producing unit visited Jesselton and plans were put in hand for the making of a documentary film early in 1956.

Visitors

In August the Information Office made arrangements for the visit of Professor Vincent Harlow, who came to the territory under the auspices of the British Council. Professor Harlow's public lectures on aspects of British Commonwealth history as it affected South-East Asia were appreciated by very large audiences in Labuan and Sandakan as well as in Jesselton, and stimulated informed interest in topical problems. It is estimated that over 1,000 people in the Colony, apart from senior pupils of schools, availed themselves of the opportunity of hearing the Professor.

The visit of Mr. Maurice Clare, who came to North Borneo in the course of a tour of South-East Asia and was given an enthusiastic reception by members of all sections of the community, marked the first occasion on which a musician of international repute had given a recital in the Colony.

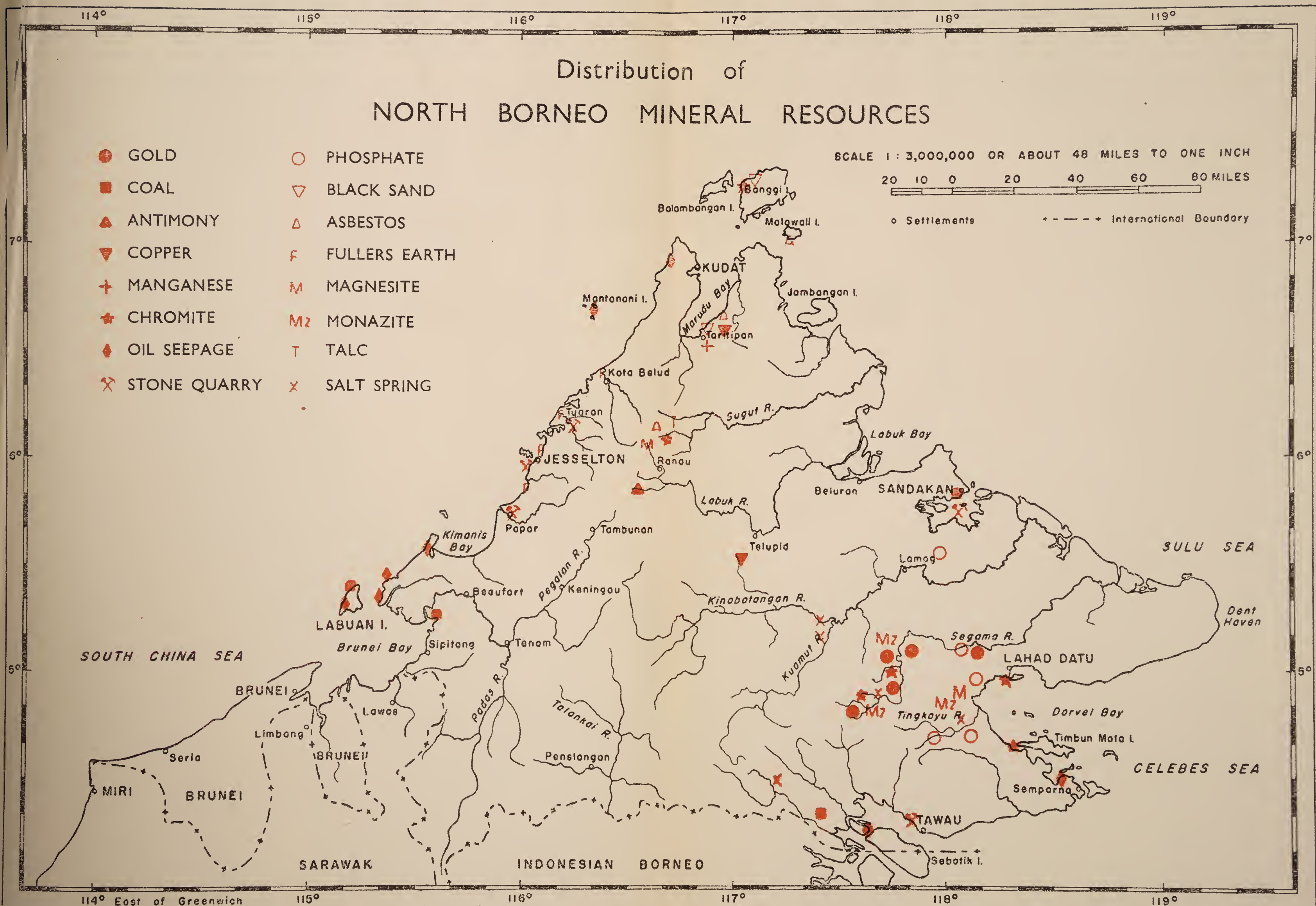
An exhibition of outstanding interest was that of the collection of photographs of Sarawak life and scenes by Mrs. Hedda Morrison. This exhibition, which had already been seen in London, Malaya and Sarawak and is due to visit Australia and New Zealand, attracted considerable public attention when it was shown at the Information Office Reading Room in Jesselton and later in Sandakan.

Chapter 13: Geology

NORTH BORNEO occupies the north-eastern extremity of the island of Borneo which is the largest of some 3,000 islands fringing the coast of South-East Asia. The islands, extending from the Philippines to Sumatra, form an arc-shaped archipelago in which the colony has an important position. In North Borneo are found features typical of Philippine geology as well as formations characteristic of Sarawak and Brunei, in fact, it appears that the eastern and western parts have evolved geologically in different ways. The east of the colony is composed of rocks that range in age from Upper Cretaceous to Recent, and its structural evolution is associated with that of the mountain and island arc that sweeps from the Philippine island of Mindanao through the Sulu Archipelago to the Dent and Semporna Peninsulas. By contrast, the western part is built almost exclusively of Palaeogene rocks and is structurally associated with the arc that extends from the Sarawak and Brunei hinterland into the Crocker Range and possibly continues through Palawan Island. This extensive development of Palaeogene rocks in the west makes them the commonest rock formation in the Colony, as shown in the following table of estimated areas of outcrop comprising the 29,400 square miles of North Borneo:

FORMATION				AREA (square miles)
QUARTERNARY		...	...	4,000
TERTIARY	{ Neogene	...	...	7,700
	{ Palæogene	...	...	13,000
CRETACEOUS		...	...	1,300
IGNEOUS ROCKS	{ Acid	...	...	150
	{ Intermediate and basic			2,500
	{ Ultrabasic	...	...	750

The rocks that were formed in Cretaceous and early Palaeogene times are mainly basalt, spilite, tuff, grey sandstone, and red and grey shale, with subordinate amounts of chert, calcareous siltstone, limestone, and marl. Later in the Palaeogene, deposition became less diversified until, towards the end of the Eocene epoch, only sandstone and shale were being formed. During the remainder of the Palaeogene, that is during Oligocene times, there was apparently a major time-break in deposition, as no rocks of that age are known in North Borneo.



The lowest Neogene formation lies directly on Eocene beds and is composed mainly of massive sandstone, reef limestone, conglomerate, marl, feldspathic and coaly sandstone, shale, and andesitic tuff, all of Aquitanian age. Resting on these beds are shale, soft sandstone with plant remains and some coal, conglomerate, and coral limestone, of Miocene age; oil indications are associated with this formation. Younger Tertiary rocks are of limited occurrence and consist largely of reef limestone and loosely cemented sandstone and sand, with layers of clay; lignite seams and fossil resin are common. The youngest sediments in North Borneo are the Quarternary mud, sand, gravel, and peat of coastal areas and river valleys and of a number of plains in the Interior.

Palaeogene rocks build most of North Borneo west of a line from Labuk Bay to Pensiangan; they also occur with strata of Cretaceous age in the hinterland of Darvel Bay and in the Kalabakan-Brantian area. Much of the remainder of the eastern part of the colony is underlain by Neogene rocks which also build the northern parts of the Kudat and Bengkoka Peninsulas, Klias Peninsula, Labuan Island, and an area bordering on the State of Brunei.

A wide variety of igneous rocks, ranging from ultrabasic to acid and from abyssal to volcanic, is present in North Borneo. The oldest group is composed of Cretaceous and early Eocene basic volcanic rocks such as basalt and spilite. Ultrabasic intrusions, which now form such prominent mountain masses as Mounts Silam and Meliau, were probably emplaced in mid-Eocene times and consist largely of serpentine. Gabbro and dolerite form minor basic intrusions that are probably mostly of much the same age as the serpentine, and the rock of dioritic composition that builds large areas in the Segama valley is thought to be a product of the same period of igneous activity. The acid igneous rocks that form Mount Kinabalu, and perhaps also Mount Rara, were probably intruded during the time-break between the deposition of Palaeogene and Neogene sediments. Intense intermediate volcanic activity in early Neogene times produced thick deposits of andesitic tuff and agglomerate, mainly in the Dent and Semporna Peninsula areas. Vulcanism apparently died down later in the Neogene, but recent work in the south-eastern part of North Borneo suggests that basic, intermediate, and acid volcanic rocks in that area represent a recurrence of vulcanism during Quaternary times, that is less than a million years ago.

North Borneo Production of Stone and Building Materials

Material	Unit	1953		1954		1955	
		Production	Estimated Value (Malayan dollars)	Production	Estimated Value (Malayan dollars)	Production	Estimated Value (Malayan dollars)
Stone	cubic yards	64,829	548,000	82,592	810,409	220,280	1,801,656
Coral	"	65,468	143,000	17,589	61,156	14,227	44,465
Bricks, clay	pieces	1,645,800	165,000	1,450,000	174,000	2,261,000	215,870
Bricks, concrete	"	1,384,877	111,000	217,152	17,372	300,000	24,000
Hollow concrete blocks	"	5,500	3,000	Nil	Nil	67,000	54,740
Totals			970,000		1,062,937		2,140,731

Mineral Resources

The distribution of the main mineral resources is shown on the map opposite page 122. Clay, stone, coral (*see* the table on page 124), sand and small amounts of salt are being produced in North Borneo (only a few of the salt springs are shown in the map facing page 122: there are many others in the Kinabatangan valley), and coal has been mined in the past; other potentially useful mineral materials that are known to exist include further coal and phosphate, fullers' earth, peat, and limestone and clay suitable for cement manufacture. During 1955 antimony ore of good quality was discovered during geological work; the occurrence is being tested to see if sufficient ore is likely to be found to warrant mining. Other minerals known, and for which further prospecting appears to be justified, are copper and chromium ores, magnesite, and asbestos. It seems unlikely that gold exists in large workable concentrations, and the manganese deposits of the Taritipan area, Marudu Bay, have been shown to be small and to contain little high-grade ore. Several companies have prospected for oil in North Borneo during the last half century, so far without success; at present, the Shell Company of North Borneo are extending the search to the bed of the South China Sea. Some of the soils of North Borneo are particularly suitable for the cultivation of such crops as rubber, hemp, and cocoa, especially in parts of the east coast area where basic volcanic rocks occur.

Geological Survey Office

The Geological Survey Office in Jesselton is part of the combined department for the British Territories in Borneo, the senior staff of which comprises seven geologists; of these, the Director is stationed in Kuching, Sarawak, and the Deputy Director, with two more of the geologists, in Jesselton. The junior staff of the Jesselton Office consists of two clerks, eight technical assistants, and an office messenger.

The office is a spacious building of modern design built in permanent materials in 1952. The main room is a museum for the display and storage of rock and mineral specimens, maps, and photographs; additional display cabinets were installed in 1955 and among the new exhibits is a relief model of the Colony coloured to show the geology. 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.

Finances

The recurrent expenditure of the combined department is shared between North Borneo and Sarawak, the contribution from the former being met from the Colony allocation of Colonial Development and Welfare funds. Capital expenditure is met from grants from the same funds in London, as was the cost of printing *The Geology of the Colony of North Borneo*, Bulletin No. 1 of the department, written by Professor M. Reinhard and E. Wenk and published by H. M. Stationery Office in 1951.

Departmental Activities

Regional geological surveying is the main task of the department, though a considerable amount of time is spent on advisory work for Government and the public. During 1955, the Deputy Director completed Memoir 4 of the department, entitled *The Geology and Mineral Resources of Part of the Segama Valley and Darvel Bay Area, Colony of North Borneo*, before proceeding on vacation leave. The other two geologists were mainly engaged in mapping the Jesselton-Kinabalu and Taritipan-Kudat areas.

The search for underground water supplies for those North Borneo towns unable to obtain adequate surface supplies economically was continued in 1955. The bore sunk at Kudat revealed that the bed of coral sand from which water is being pumped is deeper than was supposed, but was otherwise a failure. On the island of Labuan, however, five new successful wells were sunk; the average yield of these is roughly three times that being obtained from the wells drilled by Australian Army engineers towards the end of the war, wells that have probably deteriorated due to clogging of the aquifer in their immediate neighbourhood by fine material carried towards them by the flow of water while they were being pumped. Of the eleven wells sited in North Borneo by the Geological Survey during the last two years, seven have been successful, a satisfactory result considering the paucity of data on underground water in the Colony.

During 1955, manganese ore was discovered in the Bukit Mentapok area of the Labuk river valley and stibnite (ore of antimony) was found near Ranau; both these occurrences are at present of only academic importance. The chromite sands of Banggi Island, off the north coast of North Borneo, were examined during the year but showed little promise for economic development; a search for massive chromite in the hills behind the beach deposits was unsuccessful though chromite sand was found in the rivers, and it was concluded that the mineral probably occurs in a disseminated condition in the parent ultrabasic rock.

Future Plans

The regional surveys of the Jesselton-Kinabalu and Taritipan-Kudat areas will be completed and the results incorporated in memoirs to be published by the department. It is proposed also to begin a regional survey of the Sandakan and lower Labuk River area. Part of the object of this latter survey is to continue research into the applicability of geochemical prospecting to the search for copper deposits in the environs of the large, ultrabasic, igneous intrusions between which the Labuk flows; such research is justified because a favourable preliminary report has been given by the Geochemical Research Centre at the Royal School of Mines, London, on soil samples collected in 1955 from around a copper deposit at Sungei Karang, between the Labuk and Kinabatangan rivers. In addition to these regional geological surveys of specific areas, a general photogeological reconnaissance of the Colony is being made in the relevant section of the Directorate of Colonial Geological Surveys, London.

PART III

Chapter 1: Geography and Climate

NORTH BORNEO includes the whole of the northern portion of the island of Borneo. It is 29,388 square miles in area or roughly the size of Ireland. The China Sea washes its western and the Sulu and Celebes Seas its eastern coasts. The heavily-indented coastline measures some 800 to 900 miles.

The distances from Sandakan 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 coastline 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.

The main harbour on the west coast is on 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 strong-hold 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 North Borneo and the largest town in the Colony, is built on the northern shore about a mile from the entrance. Other good 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 9 under Chapter I of Part II.

The main mountain feature of the country is the Crocker Range, commencing at the south end of Marudu Bay and following the west coast at a distance of some thirty miles. This range, 4,000—6,000 feet in height, sends short spurs to the west coast, and is dominated by Mount Kinabalu, 13,455 feet high. This is one of the finest mountains in the Far East and is venerated by the natives as the resting-place of the souls of the dead. Trusmadi, on the borders of the Keningau and Tambunan

district in the Interior, reaches a height of 8,000 feet, while ranges of 4,000—6,000 feet are not uncommon near the Indonesian border.

The most extensive plain is that on the east coast drained by the Kinabatangan river and its tributaries, believed to contain some 4,000 square miles of rich and fertile soil. In the Interior are found the Keningau and Tambunan plains which are traversed by the Pegalan River. The Keningau plain consists of wide stretches of grassland, while Tambunan maintains a large padi-growing population.

The rivers are numerous and of considerable importance constituting as they do the only highways in some parts of the country. The longest, the Kinabatangan, follows a course of some 350 miles, and is navigable by shallow-draught launches for considerable distances. The Segama River, in the south-east, is navigable for about sixty miles and the rich soil of its valley is suitable for the cultivation of wrapper-leaf tobacco. The other main rivers in the east are the Labuk and the Sugut.

The west coast rivers are by contrast short and swift-flowing, and consequently of little use for navigation, but the long, narrow coastal plain which they water contains the main rice and rubber-producing areas of the Colony. The longest of these rivers is the Padas, which is navigable for small launches as far as Beaufort, sixty miles from the sea. The Padas has cut a deep and narrow gorge through the west coast range, and it is through this lovely, scenic gorge that the railway into the Interior runs for much of its course.

The climate of North Borneo is tropical, but on the whole equable. On the coast, day temperatures vary from 70°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 70° and in most places comparatively cool nights occur.

Annual rainfall varies from 60 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, 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 1955

JESSELTON (AIRPORT)

HEIGHT OF STATION 7 FEET AMSL.

LATITUDE 5° 16'N LONG. 116° 03'E.

1955	AIR TEMPERATURE IN DEGREES FAHRENHEIT										RAINFALL		NUMBER OF DAYS					BRIGHT SUNSHINE		EARTH TEMP.			
	Mean 0800 hr. air pressure at MSL.	MEANS OF		ABSOLUTE EXTREMES								Total Inches	MOST IN A DAY	Precipitation	Thunderstorm	Thunder heard	Fog	Gale	Total Hours	Daily Mean (hour)	1 foot	4 feet	
		A	B	Mean of A & B	Highest Max.	Date	Lowest Min.	Date	Lowest Max.	Date	Highest Min.												Date
Jan.	1012.9	84.9	72.5	78.7	87.1	9	70.0	6	81.3	30	74.2	5	5.65	1.55	6	21	2	3	—	157.35	5.07	—	
Feb.	1009.8	84.6	72.2	78.4	86.0	15	67.0	28	81.2	23	75.0	6	4.01	2.80	4	9	1	2	—	167.10	5.97	—	
Mar.	1011.7	86.6	71.7	79.1	88.2	21, 23	66.0	7	83.3	6	74.3	11	1.12	1.10	30	3	1	8	—	292.75	9.44	—	
April	1010.8	87.8	73.8	80.8	90.5	25	71.8	30	83.3	5	75.0	12	10.93	5.40	30	14	7	18	—	238.05	7.93	—	
May	1010.2	88.0	74.2	81.1	90.3	25	71.5	30	81.0	11	76.7	16	8.60	2.86	10	13	4	15	—	216.95	7.00	—	
June	1010.4	87.0	73.6	80.3	90.0	3	71.3	29	80.0	20	76.6	15	18.08	2.93	13	22	8	14	—	161.60	5.39	—	
July	1011.0	87.2	73.0	80.1	90.1	16	71.2	25	84.0	13, 27	74.6	27	13.59	3.45	12	22	4	7	—	227.50	7.34	—	
Aug.	1010.7	86.6	73.2	79.9	90.1	25	70.5	26	81.6	31	74.6	12	14.15	2.23	16	24	3	8	—	197.30	6.36	83.8	
Sept.	1010.8	86.5	73.3	79.9	88.6	13, 21	71.2	6, 28	81.2	27	75.8	22	18.32	3.51	26	25	7	13	—	191.05	6.37	83.7	
Oct.	1011.0	87.5	73.5	80.5	89.1	Sev.	71.2	8	83.8	7	76.0	16	14.69	3.82	30	22	8	12	—	216.40	6.98	85.6	
Nov.	1010.5	86.7	73.8	80.3	89.0	13	71.7	9, 28	79.8	29	75.5	25	13.16	2.80	8	23	1	2	—	171.95	5.73	85.6	
Dec.	1011.2	85.3	72.3	78.8	88.0	8	69.2	22	76.1	1	73.9	19	5.25	1.70	16	19	6	8	—	184.10	5.94	84.1	
Total	—	—	—	—	—	—	—	—	—	—	—	—	127.55	—	—	217	52	110	7	—	—	—	
Means or Extremes	1010.9	86.5	73.1	79.8	90.5	—	66.0	—	76.1	—	76.7	—	—	5.40	—	—	—	—	—	201.84	6.63	83.7	85.2

CLIMATOLOGICAL SUMMARY YEAR 1955
SANDAKAN (AIRPORT)

LATITUDE 5° 54'N LONG. 118° 04'E.

HEIGHT OF STATION 38 FEET AMSL.

1955	AIR TEMPERATURE IN DEGREES FAHRENHEIT										RAINFALL		NUMBER OF DAYS					BRIGHT SUNSHINE		EARTH TEMP.					
	MEANS OF		ABSOLUTE EXTREMES						Total Inches	MOST IN A DAY		Precipitation	Thunderstorm	Thunder heard	Fog	Gale	Total Hours	Daily Mean (hour)	1 foot	4 feet					
	Mean 0800 hr. air pressure at MSL.	A	B	Maximum	Minimum	Mean of A & B	Highest Max.	Date	Lowest Min.	Date	Lowest Max.	Date	Highest Min.	Date											
Jan.	1012.1	84.1	73.6	78.9	90.2	8	70.0	7	79.0	3	76.8	28	28.01	3.69	14	28	3	7	—	—	86.60	3.77	—	—	
Feb.	1008.9	85.3	74.1	79.7	86.4	Sev.	68.7	27	80.7	23	78.0	17	4.69	0.96	18	16	3	—	2	—	122.15	4.36	—	—	
Mar.	1010.9	87.2	72.9	80.1	88.4	25, 31	67.6	1	85.3	17	76.1	15	3.52	0.93	17	10	—	1	—	—	263.95	8.51	—	—	
April	1009.8	88.7	73.6	81.1	92.3	18	72.3	8, 22	83.5	5	75.6	28	4.55	2.22	5	11	1	9	6	—	239.35	7.98	—	—	
May	1009.1	89.8	73.9	81.9	93.2	25	70.8	20	83.6	4	76.2	19	7.37	2.31	19	11	1	12	2	—	218.20	7.04	—	—	
June	1009.3	89.0	73.0	81.0	93.1	10	70.2	29	82.6	20	75.1	15	7.09	1.23	6	19	2	6	—	—	165.50	5.52	—	—	
July	1009.9	89.0	72.2	80.6	92.0	17	70.2	25	84.1	14	74.3	16	4.14	1.44	27	14	2	7	2	—	230.25	7.43	—	—	
Aug.	1009.5	89.5	72.0	80.7	92.9	5	70.3	26	86.0	31	73.3	8	10.42	2.72	25	19	4	12	4	—	210.45	6.79	83.0	85.5	
Sept.	1009.6	88.5	72.3	80.4	92.6	30	70.4	20	84.2	7	74.4	23	3.04	0.80	1	16	1	12	3	—	182.15	6.07	83.3	85.3	
Oct.	1009.8	89.2	73.1	81.1	93.1	8	71.3	15	86.2	13	75.4	4	10.67	3.69	9	14	8	13	1	—	209.95	6.77	84.2	85.7	
Nov.	1009.0	87.1	72.8	79.9	90.6	18	70.4	15	79.8	26	76.0	14	11.84	2.58	21	18	4	11	1	—	121.15	4.04	82.7	84.4	
Dec.	1010.5	85.0	72.5	78.7	90.1	12	69.9	22	80.8	5	74.2	31	13.22	2.88	18	23	4	4	1	—	130.00	4.19	81.8	83.4	
Total	—	—	—	—	—	—	—	—	—	—	—	—	108.56	—	—	199	30	94	22	—	—	—	—	—	
Means																									
or	1009.9	87.7	73.0	80.3	93.2	—	67.6	—	79.0	—	78.0	—	—	3.69	—	—	—	—	—	—	181.64	6.04	83.0	84.9	
Extremes																									

Chapter 2: History

THE name Borneo, which is now applied to the whole island, was probably derived from the name of North Borneo's immediate neighbour—Brunei. North Borneo itself was formerly known as Sabah, the title still used in the vernacular.

Very little is known of the history of North Borneo before the advent of the first Europeans. There has been much speculation about Chinese settlement in North Borneo, but so far no evidence has been found to enable any positive conclusion to be drawn. It has been suggested that the Dusuns, the largest native tribe, are descendants of Chinese ancestry, but again there is no reliable evidence of any kind to support such a theory. 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. It is certain, however, that there had been contacts with China before that date. It is possible that Chinese had visited Borneo as early as the Sung dynasty (A.D. 960-1279), and that expeditions despatched by the Mongol conquerors to Java and elsewhere in the East Indian archipelago in the following century touched at the island. (The north coast of Borneo is only some 1,200 miles from the mainland of China). 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 preceding 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 fifty years later no further attempts were made at colonisation by Europeans. The East India Company having withdrawn its interest the Sultans 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 coasts

*Sketch of Borneo by J. Hunt: Appendix V in Expedition to Borneo of H.M.S. "Dido", London, 1847.

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 in due 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 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 this time.

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

* William Pryer, the founder of Sandakan: *Journal Malayan Branch Royal Asiatic Society* (Vol. XXVII, Part I, page 35)

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 in 1920 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 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 78 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 (now Jesselton), Silam, Kudat (the capital until 1883), 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 1896 a telegraph line from Jesselton 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. An extension from Beaufort to Jesselton on the west coast (and also to Melalap in the Interior) was then commenced, which was finally taken over from the contractors in 1905. The railway opened up the west coast. Although there is now air connection with Keningau, it continues to supply and to carry the export produce of 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 120,000 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; and 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. 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. Two rural Local Authorities have been constituted under legislation introduced in 1951, and under a Municipal Ordinance enacted in 1953 considerably wider powers than were formerly applicable have been conferred upon Urban Authorities.

LIST OF IMPORTANT DATES IN THE HISTORY OF
NORTH BORNEO

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|------------|-----|---|
| 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 begun.
- 8/4/1897 ... Telegraphic communication established between Sandakan and London.
- 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.
1950 ... Executive and Legislative Councils established.
1/11/1954 ... Tawau Residency established.
3/10/1955 ... Interior Residency established with headquarters at Keningau.

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. To give effect, *inter alia*, to the provisions of these Letters Patent, Instructions were passed under the Royal Sign Manual and Signet, and the North Borneo (Legislative Council) Order in Council was made. In accordance with the provisions of these Instruments, Executive and Legislative Councils came into being 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.

The Executive Council, which consists of three *ex-officio* Members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, two Official Members and four Nominated Members, is consulted by the Governor on all questions of importance. The Legislative Council consists of the Governor as President, three *ex-officio* Members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, nine Official Members and ten Nominated Members.

The names of the members of the Executive and Legislative Councils at the end of 1955 are given at Appendix XIV. During the year there were sixteen meetings of the Executive Council and the Legislative Council met on three occasions. The Governor, with the advice and consent 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 the votes being equally divided, a casting vote.

The North Borneo Subsidiary Branch of the Commonwealth Parliamentary Association is affiliated to the United Kingdom Branch of the Association and was formed in September, 1952. Ordinary and life membership is restricted to serving members of the Legislative Council, but ex-members of the Council may on notification to the Executive Committee of the Branch become life or ordinary associates on payment of the appropriate subscription. At the end of October, 1955 the Branch had eighteen members and eight associate members.

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: the West Coast Residency, the Interior Residency, the Sandakan Residency and the Tawau Residency, 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 directly to the Chief Secretary in Jesselton. District Officers are stationed at Sandakan and Lahad Datu on the East Coast. There are five District Officers in the West Coast Residency, at Jesselton, Tuaran, Kota Belud, Kudat and Papar; and two in the Interior Residency, at Tenom and Beaufort. At Tawau the Resident undertakes the duties formerly carried out by the District Officer and the same is the case at Keningau. In addition, there are several sub-districts under the control of Assistant District Officers. All District Officers are expatriate officers, but the majority of Assistant District Officers are now locally recruited.

Within each district, Village Headmen carry on minor 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 custom and breaches of Islamic law. 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), which was enacted in 1951, provides for the establishment of Local Authorities in rural areas. Wide powers are conferred upon these Authorities, which have control over their own finances and may levy rates and 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 such Local Authority was set up in the Kota Belud district on 1st January, 1952 under the presidency of the District Officer and the vice-presidency of the Assistant District Officer, who is a Native of the district. As from 1st July, 1954, the small township of Kota Belud, which has a Chinese population, ceased to be an

urban area and was incorporated into the rural authority area. At the same time several Chinese, representing the interests of the town, were appointed as members of the Local Authority which had until then been composed entirely of Native members. The first experiment having proved successful a second Authority was established at Sipitang on 1st January, 1955. The Authority was initially under the presidency of an expatriate Administrative Officer, but the Assistant District Officer who, as in the case of the Kota Belud Local Authority, is a Native, was subsequently appointed President. Very satisfactory progress has been made in the Authority's first year. The local limits of the Authority embrace nearly the whole of the administrative district of Sipitang and include the small townships of Sipitang, Melamam, Sindumin and Mesapol. Much of the work of the Local Authorities is done through committees, notably Finance, Tamu (Native markets), Agriculture and Irrigation and Livestock committees.

The Rural Government Ordinance has been in force for five years and is now being reviewed. Its effectiveness has unfortunately been compromised by the restricted sources of revenue it makes available to Local Authorities. Each of the Authorities has had to accept disproportionately large subventions from Central Government funds.

The Municipal and Urban Authorities Ordinance (Cap. 162), enacted in 1953, came into force on 1st July, 1954 and replaced the former Sanitary Boards Ordinance of 1931, under which Sanitary Boards with limited powers had been constituted in all the larger townships. On that date Jesselton and Sandakan (the two largest towns in the Colony) became Town Board areas. The Ordinance represents a considerable advance on the Sanitary Boards Ordinance and provides for the constitution of Township Authorities (with or without boards, depending upon their importance), Town Boards and Municipal Councils. On 1st January, 1955 the towns of Tawau and Labuan also became Town Board areas, and Township Authorities were established at thirty-five townships, of which eleven have Boards and the remainder are administered by the District Officer as the Authority. There are as yet no Municipal Councils. The members of Town Boards and Township Authorities are nominated by the Governor and there are no elections, but in the case of the Town Boards the unofficial members must be in the majority. The Town Boards have considerably more control over their finances than previously.

An important administrative development was the creation of "district teams" in 1954, which comprise the chief local representative of each Government department and prominent unofficials under the chairmanship of the District Officer. In some cases similar bodies have also been established at Resident's level. The teams meet at frequent intervals and each member reports what has been done in his particular sphere since the last meeting and

what is proposed for the next. Difficulties are discussed and plans for the Residency or District, as the case may be, co-ordinated. There is no duplication with the work of local bodies. Where there are at present no Local Authorities, it is hoped that district teams will pave the way for the Authorities of the future.

In the latter part of 1953 a critical examination of the Government's staffing position was undertaken by an official committee under the chairmanship of the Chief Secretary. It made recommendations for a gradual reduction of staff in the case of some departments, for an increase in others and for an amalgamation or re-arrangement of duties in yet others. There are a number of departments. These include the Agricultural, Audit, Civil Aviation, Customs, Education, Forests, Geological Survey, Judicial, Lands and Surveys, Marine, Medical, Police, Posts and Telegraphs, Printing, Prisons, Public Works and Railway Departments. The Civil Aviation and Geological Survey Departments and the Judiciary are joint departments for the three British Borneo territories. Labour and Immigration were until 1st January, 1954 dealt with by a single department under a Commissioner of Immigration and Labour. As from the beginning of 1954 the department's title was altered to the Department of Labour and Welfare. It was intended that the immigration duties formerly undertaken should be handed over to the Police on that date, but because of staffing difficulties it was not possible to do this until 1st January, 1955. The Administrator-General performs the duties of Registrar of the High Court, Registrar of Companies, Custodian of Japanese Property, Registrar 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. Consequently upon a decision taken in 1952 the Fisheries Department was closed early in 1953.

Numerous Statutory Boards and Advisory Committees have been established in recent years and 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 five non-official members; the Standing Development Committee, composed of all Non-official Members of the Legislative Council under the chairmanship of the Financial Secretary; 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 Scholarships Advisory Board; the Advisory Committee for Education (appointed in 1950) under the chairmanship of the Director of Education with the Director of Medical Services and the Director of Agriculture as *ex-officio* members and four other members representing various educational bodies;

the Liberation Educational Trust; the Social Welfare Council; and the Electricity Advisory Board, which is in effect a working committee covering all Government electrical undertakings.

In 1953 a standing conference of the British Borneo territories was established, known as the Sarawak—North Borneo—Brunei Conference, with the object of studying and promoting consultation and co-operation between the three territories on matters of mutual concern. Presided over by the Commissioner-General the membership of the Conference comprises the Governors of North Borneo and Sarawak and the Sultan of Brunei, each accompanied by up to three representatives from his territory.

One meeting of the Conference was held during 1955, at Jesselton. Several inter-territorial meetings were also held at a departmental level during the year.

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 Information Officer, Jesselton, North Borneo,
or through the Crown Agents for Oversea Governments
and Administrations, 4, Millbank, London, S.W.1)

**Annual Reports*, 1948, 1949, 1950, 1951, 1952, 1953, 1954.
Price \$1, \$1, \$2, \$2, \$2, \$2 and \$2 respectively.

Departmental Annual Reports

**The Revised Edition of the Laws of North Borneo*. Six volumes
Price per set \$108 (12 guineas). (Obtainable from the Govern-
ment Printer, Jesselton).

Government Gazette, (bi-monthly). Subscription \$15 per annum
(Inland), \$25 per annum (Overseas).

Estimates of Revenue and Expenditure. (Annual). Price \$5.00.

Customs Tariffs, 1953. Price \$1.50.

North Borneo Reconstruction and Development Plan, 1948—1955.
Price \$6.00.

North Borneo Report on the Census of Population, 1951. Price
\$5.00.

North Borneo Rubber Commission Report, 1949. Price \$5.00.

*Statement Prepared by Forest Department, North Borneo, for the
British Commonwealth Forestry Conference*, 1952. Price \$2.00.

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. 3. *The Timbers of North Borneo*, 1947. Price \$7.00.

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 Tam-
bunan and Ranau, West Coast Residency*.

No. 6. *Kwijau Adat; Customs Regulating Inheritance amongst
the Kwijau Tribe of the Interior*.

* (also obtainable from H.M. Stationery Office)

OTHER PUBLICATIONS OF GENERAL INTEREST

- BRUCE, CHARLES (A. B. C. Francis). *Twenty Years in Borneo*. Cassell, 1924.
- BURBRIDGE, F. W. *The Gardens of the Sun*. Murray 1880.
- COLLENETTE, P. *The Coal Deposits and a Summary of the Geology of the Silimpopon Area, Tawau District, Colony of North Borneo*. Memoir No. 2 of the Geological Survey Department, British Territories in Borneo, Government Printing Office, Kuching, Sarawak, 1954.
- COOK, OSCAR (R.M.O.) *Borneo, Stealer of Hearts*. Hurst & Blackett, 1924.
- ENRIQUEZ, MAJOR C. M. *Kina Balu: The Haunted Mountain of Borneo*. Witherby, 1927.
- EVANS, I. H. N. *Among Primitive People in Borneo*. Service, 1922.
- EVANS, I. H. N. *Studies in Religion, Folk-lore and Customs in British North Borneo and the Malay Peninsula*. Cambridge Press, 1923.
- EVANS, I. H. N. *The Religion of the Tempasuk Dusuns of North Borneo*. Cambridge University Press, 1952.
- FITCH, F. H. *Tertiary to Recent Sea-Level Changes and their Effect on British Borneo Physiography*, reprinted from the 1953 Annual Report of the Geological Survey Department, British Territories in Borneo.
- FITCH, F. H. *Geology and Mineral Resources of part of the Segama Valley and Darvel Bay Area*. Government Printing Office, Kuching, Sarawak, 1955.
- GARRY, A. N. M. *Census Report B.N.B. (Chartered) Co.*, 1931.
- KEITH, AGNES. *Land Below the Wind*. Michael Joseph, 1939.
- KEITH, AGNES. *Three Came Home*. Michael Joseph, 1948.
- KEITH, AGNES. *White Man Returns*. McClelland & Stewart, Limited.
- KEPPEL, CAPT., the Hon. H., R.N. *The Expedition to Borneo of H.M.S. Dido*. 2 volumes. Chapman & Hall, 1847.
- PRYER, ADA. *A Decade in Borneo*. Hutchinson, 1894.
- REINHARD, M. and E. WENK. *Geology of the Colony of North Borneo*. Bulletin No. 1 of the Geological Survey Department, British Territories in Borneo, Her Majesty's Stationery Office, London, 1951.
- ROBSON, J. H. M. *A Bibliography of Malaya; also a short list of books relating to North Borneo and Sarawak*. Kuala Lumpur, 1939.
- ROE, F. W. *Underground Water Supplies in British Borneo*, reprinted from the 1953 Annual Report of the Geological Survey Department, British Territories in Borneo.

- ROTH, H. LING. *The Natives of Sarawak and British North Borneo*. 2 volumes. Truslove & Hanson, 1896.
- RUTTER, OWEN. *British North Borneo*. Constable, 1922.
- RUTTER, OWEN. *The Pagans of North Borneo*. Hutchinson, 1929.
- RUTTER, OWEN. *The Pirate Wind*. Hutchinson, 1930.
- ST. JOHN, S. *Life in the Forests of the Far East*. 2 volumes. Smith Elder, 1862.
- WHITEHEAD, J. *The Exploration of Kina Balu*. Gurney & Jackson, 1893.
- WILFORD, G. E. *Phosphate Deposits of British Borneo*, reprinted from the 1951 Annual Report of the Geological Survey Department. British Territories in Borneo.

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APPENDIX I

COLONIAL DEVELOPMENT AND WELFARE GRANTS
AND EXPENDITURE

DETAILS OF EXPENDITURE	Amount in Scheme	Actual Expenditure up to 1954	Revised Estimates 1955
	\$	\$	\$
CENTRAL ALLOCATION			
R.475, R.475A and B—Forestry Research	195,285	92,507	23,779
R.544—Soil Scientist	83,665	44,127	32,886
R.571—Plant Pathologist for Hemp Investigation	83,857	2,671	42,034
D.1501 & D.1501A—Aeronautical Telecommunications ...	638,479	553,045	34,489
D.2036—Survey to Investigate Potential Rice Areas	147,929	21,029	91,025
NORTH BORNEO ALLOCATION			
D.797, D.797A to C—Drainage and Irrigation	1,213,892	857,542	199,041
D.979, D.979A & B—Forest Surveys and Silviculture	796,160	617,968	131,905
D.1158 & D.1158A—Road construction	3,068,050	1,945,272	790,753
D.1195 and D.1195A—Forestry Training	53,720	38,550	4,000
D.1271, D.1271A & B—Expansion of Veterinary Department ...	274,153	231,355	38,303
D.1384, D.1384A—Teachers Training College	1,483,502	1,216,150	219,614
D.1406—Maternity and Child Welfare	310,200	219,806	11,000
D.1425 and D.1425A—Agricultural Expansion	275,657	215,176	21,300
D.1529—Hill Crop Agricultural Services	48,257	1,222	47,035
D.1531—Medical Dispensary and Health Launch Service ...	43,885	13,365	4,000
D.1571—Farm School, Tuaran ...	106,757	160	52,770
D.1578—Papar-Benoni Irrigation ...	88,000	86,484	1,516
D.1646 & D.1646A—Sandakan Hospital	1,247,143	1,237,784	2,192
D.1722—Kudat Hospital ...	409,715	397,671	12,044
D.1727, D.1727A and B—Feeder Air Services	413,833	394,888	18,945
D.1777 and D.1777A—Papar-Benoni Irrigation (North and South Banks)	915,000	678,373	236,627
D.1791—Hospital Equipment ...	144,070	119,832	10,000
D.1800—Stock Development Officer	110,185	78,947	24,503
D.1829—Tuaran Water Supply ...	210,000	82,192	100,000

APPENDIX I—(cont.)

DETAILS OF EXPENDITURE	Amount in Scheme	Actual Expenditure up to 1954	Revised Estimates 1955
	\$	\$	\$
NORTH BORNEO ALLOCATION—(cont.)			
D.1835—Broadcasting	250,717	127,715	53,072
D.1878—Construction of Keningau Hospital	392,000	—	50,000
D.1885—Training of Agricultural Subordinates	12,955	6,203	5,310
D.1908—Fresh Water Fish Culture	73,238	28,018	30,650
D.1910 & D.1910A—Pilot Scheme for settlement of Hill Natives in North Borneo	37,400	30,107	7,293
D.1913—Padi Experiments	243,552	45,373	140,738
D.1918 & D.1918A—Reclamation of Swamp Area, Jesselton	212,650	160,179	52,471
D.1939—Soil Scientist	167,320	88,242	65,764
D.1950 & 1950A—Klias Peninsula Drainage	234,000	198,986	35,014
D.1969—Subsistence Allowance for Experts loaned under the Co- lombo Plan	78,420	29,560	12,000
D.1970 & D.1970A—Reclamation of Swamp Area at Batu Tiga	434,370	385,396	48,974
D.1988 and D.1988A—Construc- tion of Jesselton Hospital	2,082,000	294,595	800,000
D.2038 & D.2038A—Improvement and Extension of Bridle Paths	436,500	322,485	114,015
D.2102—Drainage & Irrigation, Tuaran	650,000	83,019	516,981
D.2116—Pilot Project for Improve- ment of Livestock at Keningau	23,125	8,239	14,755
D.2128—Removal of Trade School to Jesselton	120,000	73,105	21,012
D.2161—Resettlement of Hill Du- suns, Paginatan, Ranau District	12,675	1,182	1,000
D.2191—Resettlement of Hill Na- tives, Labuk District	18,550	2,631	12,770
D.2198—Mechanisation of Trade Statistics	86,768	2,272	84,496
D.2209 and D.2209A—Reclamation North of Jesselton Wharf	417,000	—	300,000
D.2305 and D.2305A—Improve- ment of Public Works Depart- ment Workshops	530,950	—	190,000
D.2344—Appointment of Ecologist	33,853	—	25,508
D.2352—Malaria Control Project	84,044	—	68,469
D.2459—Sorob Cattle Farm	79,855	—	52,322
D.2465—Plant for the Construction of Jeep Tracks and Earth Roads	296,000	—	285,000
TOTAL ...	\$19,369,336	11,033,423	5,137,375

APPENDIX II

LABOUR STATISTICS

A—WORKERS EMPLOYED BY EMPLOYERS OF 20 OR MORE WORKERS

Number of Workers				Chinese	Indonesians	Natives	Others	Total
At 1st Jan.,	1941	...		7,717*	2,333*	9,524*	929*	20,503*
At 31st Mar.,	1948	...		4,260	1,979	8,980	199	15,418
At 31st Dec.,	1949	...		4,952	2,188	10,811	347	18,298
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

Percentage of total at:

1st Jan.,	1941	...	37.6	11.4	46.5	4.5	100
31st Mar.,	1948	...	27.7	12.8	58.2	1.3	100
31st Dec.,	1949	...	27.1	12.0	59.1	1.8	100
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

* Figures do not include labour employed by Government Departments and labour employed in Labuan.

* * *

B—DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

OCCUPATIONAL GROUPS			NUMBER OF WORKERS AT 31-12-55				
Type of Employment	Places of Employment		Chinese	Indo-nesians	Natives	Others	Total
Estates	55	1,334	2,796	6,335	796	11,261
Industry and Commerce	...	107	3,294	931	4,043	689	8,957
Government Departments	...	74	615	119	3,301	129	4,164
TOTAL	...	236	5,243	3,846	13,679	1,614	24,382

APPENDIX II—(cont.)

C—ESTATE WORK

Type of Estate			Places of Employment	NUMBER OF WORKERS AT 31-12-55				Total	
				Chinese	Indo-nesians	Natives	Others		
Rubber	...	...	47	878	1,864	5,982	80	8,804
Hemp	...	...	4	246	724	134	332	1,436
Tobacco	...	...	1	177	168	179	383	907
Copra	...	...	3	33	40	40	1	114
TOTAL			...	55	1,334	2,796	6,335	796	11,261

* * *

D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

Type of Undertaking	No. of Regd. employers at 31-12-55	NUMBER OF WORKERS AT 31-12-55					Total
		Chinese	Indo- nesians	Natives	Others		
Timber-logging, sawmilling, firewood-cutting, etc. ...	37	1,339	809	3,179	585	5,912	
Wholesale trading, grading, packing, ware-housing, stevedoring, transporta- tion, etc. ...	21	404	54	400	65	923	
Building and other construction ...	29	1,029	4	207	16	1,256	
Fishing ...	3	77	61	15	6	159	
Miscellaneous ...	17	445	3	242	17	707	
TOTAL ...	107	3,294	931	4,043	689	8,957	

APPENDIX III

RATES OF ESTATE DUTY

<i>Where the principal value of the estate</i>				<i>At the rate per centum of</i>
	\$		\$	
Exceeds	3,000	and does not exceed	5,000	1
do.	5,000	do.	10,000	2
do.	10,000	do.	25,000	3
do.	25,000	do.	50,000	4
do.	50,000	do.	100,000	5
do.	100,000	do.	150,000	6
do.	150,000	do.	200,000	7
do.	200,000	do.	300,000	8
do.	300,000	do.	400,000	9
do.	400,000	do.	500,000	10
do.	500,000	do.	750,000	11
do.	750,000	do.	1,000,000	12
do.	1,000,000	do.	1,250,000	13
do.	1,250,000	do.	1,500,000	14
do.	1,500,000	do.	2,000,000	15
do.	2,000,000	do.	3,000,000	16
do.	3,000,000	do.	5,000,000	17
do.	5,000,000	do.	7,500,000	18
do.	7,500,000	do.	10,000,000	19
do.	10,000,000			20

Provided that—

- (i) where the principal value of the estate exceeds \$3,000 but does not exceed \$5,000 the amount of estate duty payable shall be the amount calculated at 1% of such principal value or the amount by which such principal value exceeds \$3,000 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
AS AT 31ST DECEMBER, 1955

District	Rubber	Coconuts	Wet Padi	Dry Padi	Hemp
WEST COAST					
Kudat	6,115	19,200	1,500	2,660	—
Kota Belud and Ranau ...	374	191	8,500	5,530	—
Tuaran—Tenghilan ...	6,605	387	5,000	1,900	—
Jesselton—Inanam ...	12,347	80	1,500	200	—
Penampang—Putatan ...	4,718	241	5,500	300	—
Papar	20,691	132	7,470	300	—
	50,850	20,231	29,470	10,890	—
EAST COAST					
Labuk and Sugut	156	300	819	918	—
Sandakan	11,680	5,019	—	—	—
Kinabatangan	583	407	28	700	—
Lahad Datu—Tungku ...	3,311	6,136	—	1,300	—
Semporna	—	640	—	20	} 3,714
Tawau	13,268	8,000	143	—	
	28,998	20,502	990	2,938	3,714
LABUAN AND INTERIOR					
Keningau	588	10	3,300	1,200	—
Tambunan	45	—	4,000	1,800	—
Tenom	8,571	—	700	1,600	—
Beaufort	23,215	460	3,500	300	—
Kuala Penyu	2,946	2,500	850	100	—
Sipitang	5,732	460	1,100	1,450	—
Labuan and Mempakol ...	1,170	1,500	930	400	—
Pensiangan	80	—	—	4,500	—
	42,347	4,930	14,380	11,350	—
GRAND TOTAL ...	122,195	45,663	44,840	25,178	3,714

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—ANALYSIS OF PUPILS BY RACE AND NATIONALITY
AS AT 30TH SEPTEMBER, 1955

COLUMN I		COLUMN II			
EUROPEAN	...	European	...	73	
		Eurasian	...	140	
		TOTAL	...	—	213
DUSUN	...	Dusun	...	3,910	
		Kwijau	...	24	
		TOTAL	...	—	3,934
MURUT	...	Murut	...	651	
				—	651
BAJAU	...	Bajau	...	1,010	
		Illanun	...	39	
				—	1,049
OTHER INDIGENOUS	...	Orang Sungei	...	98	
		Brunei & Kedayan	...	1,648	
		Bisaya	...	271	
		Sulu	...	270	
		Tidong	...	4	
		Sino-Native	...	542	
				—	2,833
CHINESE	...	Hakka	}		
		Cantonese			
		Hokkien			
		Teochew			
		Hailam			
		Other Chinese		17,381	
		TOTAL	...	—	17,381
OTHERS	...	Native of Sarawak	...	—	
		Malay	...	—	
		Indonesian	...	—	
		Indian & Pakistani	...	231	
		Native of Philippines	...	—	
		Others	...	707	
		TOTAL	...	—	938
		GRAND TOTAL	...		26,999

APPENDIX VI—(cont.)

B—ENROLMENT BY STAGES, 1946 — 1955

Year			Primary	Secondary	Total
September, 1946	...	...	10,268	—	10,268
June, 1947	...	...	13,959	93	14,052
June, 1948	...	...	15,610	242	15,852
September, 1949	...	...	17,705	315	18,020
September, 1950	...	...	19,140	484	19,624
September, 1951	...	...	20,738	650	21,388
September, 1952	...	...	21,953	1,038	22,991
September, 1953	...	...	22,498	1,607	24,105
September, 1954	...	...	24,426	1,994	26,420
September, 1955	...	...	24,771	2,070	*26,841

* Excluding Kent College and the Trade School.

* * *

C—PROPORTION OF BOYS TO GIRLS, 1947 — 1955

Year			Boys	Girls	Total
June, 1947	...	...	10,579	3,473	14,052
June, 1948	...	...	11,658	4,194	15,852
September, 1949	...	...	13,021	4,999	18,020
September, 1950	...	...	14,033	5,591	19,624
September, 1951	...	...	15,074	6,314	21,388
September, 1952	...	...	15,942	7,049	22,991
September, 1953	...	...	16,879	7,226	24,105
September, 1954	...	...	18,428	7,992	26,420
September, 1955	...	...	18,437	8,562	26,999

* * *

D—NUMBER OF REGISTERED TEACHERS, 1948 — 1955

Year			Men	Women	Total
June, 1948	...	...	409	129	538
September, 1949	...	...	552	209	761
September, 1950	...	...	664	283	947
September, 1951	...	...	754	363	1,117
September, 1952	...	...	858	445	1,303
September, 1953	...	...	987	538	1,525
September, 1954	...	...	1,059	598	1,657
September, 1955	...	...	1,227	582	1,809*

* Of this total 969 are in employment as teachers.

APPENDIX VI—(cont.)

E—NUMBER OF SCHOOLS OPEN, 1946 — 1955

Year		Govt.	Mission	Chinese	Others	Total
September, 1946	...	48	43	51	2	144
June, 1947	...	60	45	52	8	165
June, 1948	...	66	56	63	8	193
September, 1949	...	65	58	73	8	204
September, 1950	...	70	59	77	12	218
September, 1951	...	71	58	82	8	219
September, 1952	...	73	62	86	7	228
September, 1953	...	70	68	81	14	233
September, 1954	...	80	67	81	21	249
September, 1955	...	84*	69	79	30	262

* Includes Kent College and the Trade School.

* * *

F—ENROLMENT ALL SCHOOLS, 1946 — 1955

Year		Govt.	Mission	Chinese	Others	Total
September, 1946	...	2,706	3,160	4,402	—	10,268
June, 1947	...	3,304	4,661	5,868	219	14,052
June, 1948	...	3,920	5,767	5,955	210	15,852
September, 1949	...	3,811	6,601	7,406	202	18,020
September, 1950	...	3,904	7,019	8,489	212	19,624
September, 1951	...	4,044	8,016	9,028	300	21,388
September, 1952	...	4,310	8,790	9,479	412	22,991
September, 1953	...	4,739	9,167	9,361	838	24,105
September, 1954	...	5,776	9,764	9,800	1,080	26,420
September, 1955	...	6,168	9,596	10,130	1,105	26,999

APPENDIX VII

MEDICAL

A—INSTITUTIONS (GOVERNMENT)				Number of Institutions	Number of beds	
<hr/>						
1. <i>Hospitals:</i>						
(a) General hospitals (institutions equipped to deal adequately with all general medical and surgical cases)				2	324	
(b) Cottage hospitals or infirmaries (smaller institutions equipped to handle only lighter cases, more severe cases being referred to general hospital)				5	270	
<hr/>						
2. <i>Dispensaries (institutions for treatment mainly of outpatients:)</i>						
(a) Exclusively for outpatients ...				11	—	
(b) Having beds for lighter cases to be referred to general hospital ...				10	156	
				In General Hospital	In dispensary	As separate unit
<hr/>						
3. <i>Specialised units:</i>						
(a) Maternity and Child Welfare Centres				—	—	2
(b) Tuberculosis				2	—	—
(c) Venereal disease				—	—	—
(d) Leprosaria				—	—	1
(e) Mental institutions				—	—	1
(f) Others				—	—	—
				Number of Units	Total Staff	
<hr/>						
4. <i>Mobile units:</i>				2	4	

* * *

B — MEDICAL AND HEALTH STAFF

				Govern- ment	Missions	Others
Registered Physicians	...	...	...	12	1	17
Nursing Sisters	...	...	...	5	3	1
Staff Nurses	...	...	...	14	—	—
Trained Nurses	...	...	...	18	—	—
Probationer Nurses	...	...	...	31	—	—
Government Hospital Assistants	...	...	...	8	—	—
Trained Dressers	...	...	...	89	—	52
Probationer Dressers	...	...	...	49	—	—
Certified Midwives	...	...	...	32	3	39
Health Inspectors, Grade I	...	...	...	1	—	—
Health Inspectors (Other Grades)	...	...	...	10	—	—
Probationer Health Inspectors	...	...	...	4	—	—
				273	7	109

APPENDIX VIII

RECORD OF WORK OF THE COURTS OF THE COLONY

A—A COMPARATIVE STATEMENT OF CASES DEALT WITH
DURING 1954 AND 1955 BY THE HIGH COURT

HIGH COURT	Criminal		Civil	
	1954	1955	1954	1955
1. Original Jurisdiction	37	53	108	105
2. Revisional	33	24	2	4
3. Appeals from Magistrates' Courts ...	33	32	14	12
4. Appeals to the Court of Appeal ...	10	5	8	3
5. Appeals from Director of Lands and Surveys and Assistant Collectors of Land Revenue	—	—	1	1
6. Appeals from Urban Authorities ...	—	—	1	2
7. Probate and Administration ...	—	—	5	28
8. Miscellaneous Suits	—	—	27	30
	113	114	166	185

* * *

B—ORIGINAL JURISDICTION

	CRIMINAL				CIVIL			
	1954		1955		1954	1955	1954	1955
	Cases tried	Persons convicted	Cases tried	Persons convicted	No. of Suits	Value \$	No. of Suits	Value \$
High Court	37	27	53	48	108	264,070	105	239,068
Magistrates' Courts	2,556	2,470	2,445	2,467	733	116,817	622	101,410

* * *

APPENDIX IX

COMPARATIVE STATEMENT OF COMPANIES REGISTERED
DURING 1954 AND 1955

	1954	1955	Total Number of Companies on the Register as at 31-12-55
Companies Incorporated outside the Colony	14	11	102
Companies Incorporated in the Colony ...	3	—	31
Companies dissolved or having ceased to carry on business in the Colony ...	18	2	—

APPENDIX X POLICE STATISTICS

TABLE A—PERSONS DEALT WITH BY THE COURTS, 1955

OFFENCES	NOT TAKEN TO COURT.						TAKEN TO COURT.						
	Pending at 31-12-1954.	Total Reported in 1955.	Pending Investigation at 31-12-1955.	Referred to Native (or Local) Courts	Total.	Civil; no case found false.	Evidence insufficient trial or un- detected, etc.	Accused dead or insane.	Total.	Convicted.	Dismissed.	Nolle Prosequi.	Awaiting trial at 31-12-1955.
AGAINST LAWFUL AUTHORITY	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Against public order	1	31	—	—	1	—	1	—	31	26	5	—	—
Perjury	..	..	..	..	..	..	..	..	..	..	..	..	..
Escape and rescue	3	9	—	—	1	1	—	—	11	11	—	—	—
Others	..	24	..	..	1	1	..	..	23	23	..	..	..
AGAINST PUBLIC MORALITY													
Rape and indecent assault	..	4	..	..	..	..	..	..	4	4	..	..	..
Unnatural offences	..	..	..	..	..	..	..	..	..	..	..	..	..
Others	..	3	..	..	..	..	..	..	3	2	1	..	..
AGAINST THE PERSON													
Murder and manslaughter	2	14	2	..	2	1	..	1	12	8	3	..	1
Attempted murder and suicide	..	9	..	..	2	..	2	..	7	6	..	..	1
Grievous harm, wounding, etc.	..	30	..	..	3	..	..	3	29	28	1	..	..
Assaults	2	10	..	..	..	..	..	..	12	12	..	..	..
Others	..	53	1	..	9	4	5	..	46	41	5	..	..
AGAINST PROPERTY													
Thefts and other stealings	39	508	26	..	360	32	328	..	161	138	18	..	5
Robbery and extortion	..	3	1	..	4	1	3	..	..	..	..	..	..
Burglary, house and store breaking	..	18	..	..	6	2	4	..	14	12	1	..	1
False pretences, cheating, fraud, etc.	..	43	4	..	7	4	3	..	37	31	4	..	2
Receiving stolen property	..	19	..	..	..	..	..	..	23	18	4	..	1
Arson	..	..	..	..	..	..	..	..	..	..	..	..	..
Praedial larceny	..	..	..	..	..	..	..	..	..	..	..	..	..
Others	..	26	..	..	19	..	19	..	10	8	2	..	..
FORGERY													
Forgery and coinage	..	2	..	..	..	..	..	..	2	1	1	..	..
Others	..	..	..	..	..	..	..	..	..	..	..	..	..
Other Penal Code offences	..	4	..	..	..	..	..	..	4	3	1	..	..
AGAINST LOCAL LAWS													
Against Traffic Ordinance	94	1,203	5	..	481	41	440	..	811	722	56	..	33
Against Township Ordinance	..	..	..	..	..	..	..	..	..	..	..	..	..
Against Liquor Ordinance	..	5	..	..	1	..	1	..	4	4	..	..	..
Against Gaming Ordinance	..	30	..	..	3	1	2	..	28	26	2	..	..
Against other Ordinances	..	1,008	2	..	94	27	67	..	983	898	70	..	15
TOTAL	234	3,056	41	..	994	115	875	4	2,255	2,022	174	..	59

TABLE B—PERSONS DEALT WITH BY THE COURTS, 1955 *

ANNUAL REPORT, 1955													167
OFFENCES	CONVICTED.										Compounded, Warning by Court or Bound Over.		
	Total arrested or summoned to Court.	Acquitted.	Nolle prosequi.	Awaiting trial at 31-12-55.	Total.	Death.	Imprisonment.		Whipping.	Fine.			
	(1)	(2)	(3)	(4)	(5)	(6)		(7)		(8)		(9)	(10)
						M	F	M	F	J †	M	F	J †
AGAINST LAWFUL AUTHORITY													
Against public order	66	15	—	—	51	—	—	2	—	—	30	—	9
Perjury	..	..	..	..	..	..	..	..	..	..	..	..	..
Escape and rescue	14	—	—	—	14	—	—	6	—	1	—	—	—
Others	24	—	—	—	24	—	—	8	—	—	13	—	—
AGAINST PUBLIC MORALITY													
Rape and indecent assault	4	—	—	—	4	—	—	1	—	2	1	—	—
Unnatural offences	..	..	..	..	..	..	..	..	..	..	..	..	..
Others	4	1	—	—	3	—	—	—	—	—	2	—	1
AGAINST THE PERSON													
Murder and manslaughter	17	3	—	1	13	4	—	4	—	4	1	—	—
Attempted murder and suicide	7	—	—	1	6	—	—	—	—	—	—	—	—
Grievous harm, wounding, etc.	35	2	—	—	33	—	—	21	1	—	8	3	—
Assaults	13	—	—	—	13	—	—	4	—	—	6	—	—
Others	56	7	—	—	49	—	—	12	—	1	24	1	3
AGAINST PROPERTY													
Thefts and other stealings	190	26	—	5	159	—	—	73	—	25	17	3	2
Robbery and extortion	..	..	..	..	..	..	..	..	..	..	..	..	..
Burglary, house and store breaking	23	1	—	1	21	—	—	6	—	2	7	—	3
False pretences, cheating, fraud, etc.	42	5	—	4	33	—	—	22	2	3	4	—	—
Receiving stolen property	29	6	—	1	22	—	—	12	—	1	2	—	—
Arson	..	..	..	..	..	..	..	..	..	..	..	..	..
Praedial larceny	..	..	..	..	..	..	..	..	..	..	..	..	..
Others	11	3	—	—	8	—	—	—	1	—	7	—	—
FORGERY													
Forgery and coinage	2	1	—	—	1	—	—	—	—	—	1	—	—
Others	..	..	..	..	..	..	..	..	..	..	..	..	..
Other Penal Code offences	4	1	—	—	3	—	—	2	—	—	1	—	—
AGAINST LOCAL LAWS													
Against Traffic Ordinance	843	62	—	34	747	—	—	—	—	—	615	8	124
Against Township Ordinance	..	..	..	..	..	..	..	..	..	..	..	..	..
Against Liquor Ordinance	4	—	—	—	4	—	—	—	—	—	4	—	—
Against Gaming Ordinance	138	3	—	—	135	—	—	—	—	1	124	2	8
Against other Ordinances	1,348	80	—	18	1,250	—	—	264	10	94	727	49	73
TOTAL	2,874	216	—	65	2,593	4	—	437	14	135	3 1,594	66	225
													115

* This table does not include persons dealt with by the Native Courts (98 persons were committed to prison by the Native Courts in 1954)
† Age groups defined as juveniles are 7-10, 10-12, 12-14 and 14-16.

APPENDIX XII
PORT STATISTICS

Ports	SHIPPING		CARGO HANDLED IN TONS			PASSENGERS						
	Gross Tons		Wharf			Embarked		Disembarked				
	1954	1955	1954	1955	1954	1955	1954	1955	1954	1955		
Sandakan	1,292,218	1,309,752	72,079	81,416	268,592	303,357	7,344	6,129	8,920	8,495
Labuan	1,089,117	1,136,960	90,792	68,148	222,546	206,746	6,941	8,247	7,677	10,269
Tawau	572,944	*642,952	36,042	56,072	101,801	*139,779	5,012	6,944	7,546	9,354
Lahad Datu	238,527	†588,768	9,155	8,116	58,307	†83,667	3,093	3,298	3,084	3,404
Jesselton	425,161	477,635	57,951	77,497	59,238	79,522	5,659	4,595	7,553	7,593
Kudat	270,451	297,694	14,900	17,315	18,401	22,984	2,364	2,278	3,705	3,488
Semporna	59,257	71,528	4,535	3,206	4,535	5,552	1,585	1,544	1,439	1,413
Miscellaneous	14,236	15,508	1,553	1,487	4,312	1,994	133	222	118	319
TOTAL	3,961,911	4,540,797	287,007	313,257	737,732	843,601	32,131	33,257	40,042	44,335
Increase	578,886	...	26,250	...	105,869	...	1,126	...	4,293
Decrease

* Including Wallace Bay timber loading point (Gross tonnage 361,931 Cargo tons 71,698).

† Including Bohihan Island and Kennedy Bay (" " 490,601 " " 75,506).

APPENDIX XIII

PASSENGER, MAIL AND FREIGHT STATISTICS, 1955

A.—MAJOR AIRFIELDS

AIRFIELD	PASSENGERS			FREIGHT IN KILOS			MAIL IN KILOS		
	Embarked	Disembarked	Transit	Embarked	Disembarked	Transit	Embarked	Disembarked	Transit
Labuan ...	11,794 (8,223)	9,893 (7,180)	6,277 (5,766)	149,838 (111,717)	167,331 (160,324)	175,216 (200,959)	11,983 (6,653)	35,871 (17,368)	51,680 (48,532)
Jesselton ...	6,919 (5,084)	7,067 (5,603)	1,919 (1,721)	55,850 (52,529)	71,496 (50,865)	50,115 (46,539)	13,062 (10,112)	13,853 (11,482)	10,958 (8,706)
Sandakan ...	3,475 (2,541)	3,981 (2,905)	167 (521)	15,170 (24,288)	36,610 (45,326)	10,853 (17,360)	11,546 (6,689)	27,820 (8,581)	194 (685)
	22,188 (15,848)	20,941 (15,688)	8,363 (8,008)	220,858 (188,534)	275,437 (256,515)	236,184 (264,858)	36,591 (23,454)	77,544 (37,431)	62,832 (57,923)

NOTE:—(i) Figures exclude Feeder Service Statistics which are given separately.

(ii) Figures in brackets indicate figures for 1954.

APPENDIX XIII—(cont.)
PASSENGER AND FREIGHT STATISTICS, 1955
B.—INTERNAL FEEDER SERVICE

AIRFIELD	PASSENGERS		FREIGHT IN KILOS		MAIL IN KILOS	
	Embarked	Disembarked	Embarked	Disembarked	Embarked	Disembarked
Labuan	2,393 (460)	3,343 (521)	42,602 (10,762)	23,072 (8,161)	20,042 (3,845)	11,727 (2,590)
Jesselton	1,788 (970)	2,010 (1,035)	88,542 (66,467)	55,624 (41,098)	2,580 (2,002)	1,406 (1,209)
Sandakan	617 (441)	638 (449)	4,720 (4,450)	2,206 (1,435)	3,599 (2,254)	2,553 (1,255)
Kudat	501 (346)	501 (295)	2,136 (977)	3,564 (2,143)	1,313 (487)	1,859 (1,214)
Ranau	753 (445)	786 (432)	52,923 (40,917)	81,278 (61,775)	305 (223)	337 (203)
Keningau	559 (318)	570 (310)	6,636 (6,639)	11,922 (20,403)	427 (2,279)	426 (190)
Tawau	453 (317)	421 (319)	1,542 (1,166)	4,157 (3,693)	1,606 (1,006)	3,266 (1,864)
Lahad Datu	56 (8)	44 (22)	41 (31)	227 (122)	59 (24)	77 (43)
	7,120 (3,305)	8,313 (3,383)	199,142 (131,409)	182,050 (138,830)	29,931 (12,120)	21,651 (8,568)

C.—AIRCRAFT MOVEMENT STATISTICS, 1955

AIRFIELD	FEEDER SERVICE		OTHER CIVIL		MILITARY		TOTAL	
	In	Out	In	Out	In	Out	In	Out
Labuan	680 (179)	680 (180)	1,779 (1,536)	1,781 (1,538)	760 (860)	759 (861)	3,219 (2,396)	3,220 (2,399)
Jesselton	633 (377)	633 (377)	673 (641)	673 (640)	32 (44)	32 (44)	1,338 (1,062)	1,338 (1,061)
Sandakan	267 (187)	265 (187)	297 (358)	296 (358)	47 (81)	48 (81)	611 (626)	609 (626)
Kudat	200 (168)	200 (168)	—	—	—	—	200 (168)	200 (168)
Ranau	302 (180)	302 (180)	—	—	—	—	302 (180)	302 (180)
Keningau	209 (164)	209 (164)	—	—	—	—	209 (164)	209 (164)
Tawau	111 (89)	111 (89)	—	—	—	—	111 (89)	111 (89)
Lahad Datu	25 (9)	25 (9)	—	—	—	—	25 (9)	25 (9)

NOTE:—(i) Lahad Datu airfield was closed from February to December, 1955.
(ii) Figures in brackets indicate figures for 1954.

APPENDIX XIV

A—MEMBERS OF THE EXECUTIVE COUNCIL AS AT THE END OF 1955

His Excellency the Governor (MR. R. E. TURNBULL, C.M.G.)

The Honourable the Chief Secretary (MR. B. J. O'BRIEN, C.M.G.)

"	"	the Attorney-General (MR. C. E. PURCHASE, Q.C.)
"	"	the Acting Financial Secretary (MR. A. M. GRIER)
"	"	MR. G. L. GRAY, O.B.E. (Deputy Chief Secretary)
"	"	MR. J. E. LONGFIELD, O.B.E. (Resident, Interior)
"	"	MR. J. MITCHELL, C.B.E.
"	"	MR. R. B. LUTTER
"	"	MR. CHUNG CHAO LUNG

B—MEMBERS OF THE LEGISLATIVE COUNCIL AS AT THE END OF 1955*President:*

His Excellency the Governor (MR. R. E. TURNBULL, C.M.G.)

Ex-officio Members:

The Honourable the Chief Secretary (MR. B. J. O'BRIEN, C.M.G.)

"	"	the Attorney-General (MR. C. E. PURCHASE, Q.C.)
"	"	the Acting Financial Secretary (MR. A. M. GRIER)

Official Members:

The Honourable MR. G. L. GRAY, O.B.E. (Deputy Chief Secretary)

"	"	MR. H. O. E. SYKES (Commissioner of Labour and Welfare)
---	---	---

"	"	MR. J. E. LONGFIELD, O.B.E. (Resident, Interior)
---	---	--

"	"	MR. R. M. WOOD (Director of Public Works)
---	---	---

"	"	MR. J. L. GREIG (Director of Agriculture)
---	---	---

"	"	MR. J. M. WILSON (Director of Education)
---	---	--

"	"	DR. L. J. CLAPHAM (Director of Medical Services)
---	---	--

"	"	O.K.K. LAIMAN DIKI BIN SIRAN
---	---	------------------------------

Nominated Members:

The Honourable MR. PHILIP LEE TAU SANG, O.B.E.

"	"	MR. J. MITCHELL, C.B.E.
---	---	-------------------------

"	"	MR. CHUNG CHAO LUNG
---	---	---------------------

"	"	O.K.K. MOH'D. YASSIN BIN HAJI HASHIM, M.B.E.
---	---	--

"	"	O.K.K. MOH'D. UGI BIN ALI
---	---	---------------------------

"	"	MR. R. B. LUTTER
---	---	------------------

"	"	O.K.K. DATU MUSTAPHA BIN DATU HARUN
---	---	-------------------------------------

"	"	MR. KHOO SIAK CHIEW
---	---	---------------------

"	"	MR. D. A. STEPHENS
---	---	--------------------

"	"	MR. J. G. SELLAR
---	---	------------------

COLONY OF NORTH BORNEO

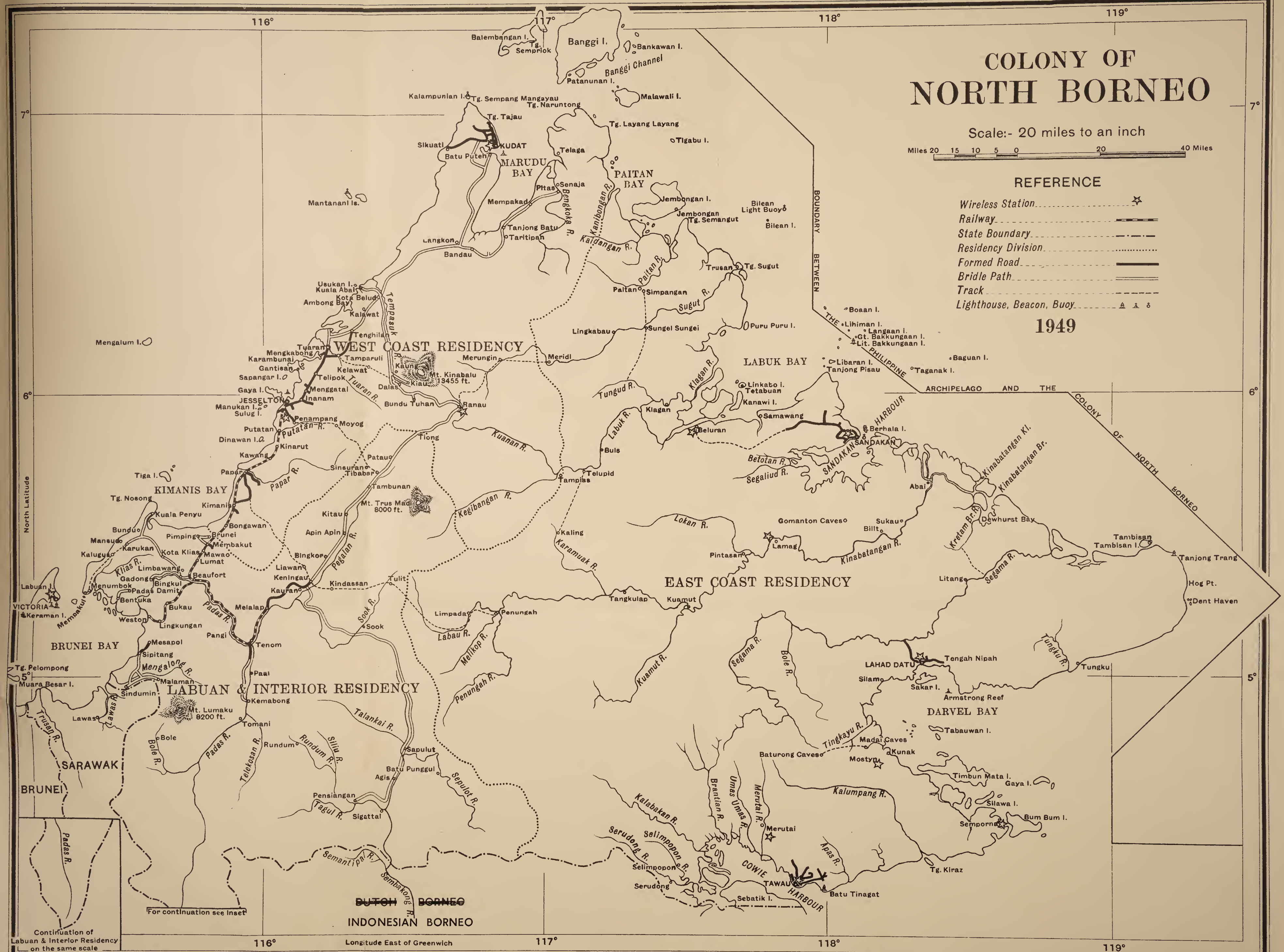
Scale:- 20 miles to an inch

Miles 20 15 10 5 0 20 40 Miles

REFERENCE

Wireless Station.....
Railway.....
State Boundary.....
Residency Division.....
Formed Road.....
Bridle Path.....
Track.....
Lighthouse, Beacon, Buoy.....

1949



For continuation see Inset

DUTCH BORNEO
INDONESIAN BORNEO

Continuation of
Labuan & Interior Residency
on the same scale