

## **Colony of North Borneo annual report.**

### **Contributors**

North Borneo.

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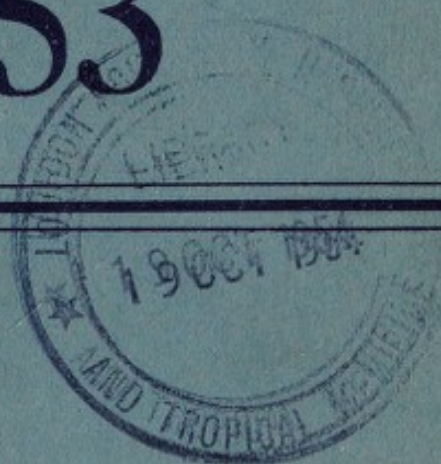


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*COLONIAL REPORTS*

**North Borneo**  
**1953**

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LONDON: HER MAJESTY'S STATIONERY OFFICE

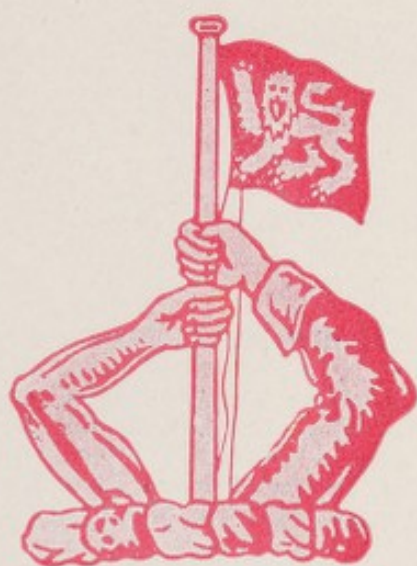
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PERGO · ET · PERAGO



## **NORTH BORNEO COAT OF ARMS**

His late Majesty, King George VI, by a warrant dated the 13th September, 1948, granted to the Colony of North Borneo its Coat of Arms. The Arms are a combination of the original Arms of the Straits Settlement of Labuan and those of the British North Borneo (Chartered) Company, which, from November 1st, 1881, until July 15th, 1946, enjoyed sovereignty over North Borneo.

The Arms of Labuan are represented by the lower half of the panel which shows Mount Kinabalu in the background and a sailing ship in the foreground. On the mainsail of the schooner is the letter 'T', which commemorates the liberation of Labuan and North Borneo from Japanese occupation by the 9th Australian Division. The 'T' represents the shoulder badge of that Division, and stands for Tobruk, where the 9th Division won a historic victory over the Germans.

The Chartered Company's Arms are represented by first, the lion and, second, the two arms holding the flagstaff. The second representation symbolizes the joint efforts of the people of North Borneo and of the British to secure the Colony's progress.

The Latin motto "Pergo et Perago" was the Chartered Company's, and means "I persevere and I achieve".

# COLONY OF NORTH BORNEO

## ANNUAL REPORT, 1953

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### **Corrigenda**

Page 7, line 20. For 1951/52 read 1952/53  
Delete the reference Lowland Dusun Villager  
from the list of Illustrations.

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# CONTENTS

	<i>Page</i>
PART I      General Review    ...    ...    ...    ...	1
PART II	
Chapter 1   Population            ...    ...    ...    ...	17
2   Occupation, Wages and Labour Organisation    ...	23
3   Public Finance and Taxation                    ...    ...	31
4   Currency and Banking                            ...    ...    ...	36
5   Commerce    ...    ...    ...	38
6   Production	
Land Utilisation and Ownership    ...    ...	43
Agriculture    ...    ...    ...	47
Animal Husbandry                                    ...    ...    ...	54
Drainage and Irrigation                            ...    ...    ...	57
Forests    ...    ...    ...	58
Fisheries    ...    ...    ...	65
7   Social Services	
Education    ...    ...    ...	68
Public Health    ...    ...    ...	80
Housing and Building                                ...    ...    ...	88
Public Works Department                            ...    ...    ...	91
Town Planning    ...    ...    ...	92
Social Welfare    ...    ...    ...	93
8   Legislation    ...    ...    ...	100
9   Justice, Police and Prisons	
Justice    ...    ...    ...	103
Police    ...    ...    ...	104
Prisons    ...    ...    ...	108
10   Public Utilities	
Water    ...    ...    ...	111
Electricity    ...    ...    ...	114
11   Communications	
Harbours and Shipping                                ...    ...    ...	116
Railways    ...    ...    ...	120
Roads    ...    ...    ...	123
Air Communications                                    ...    ...    ...	125
Posts    ...    ...    ...	127
Telecommunications                                    ...    ...    ...	128
12   Government Information Services, Broadcasting, Press and Films    ...    ...    ...	130
13   General — (Geology)                                ...    ...    ...	133
PART III	
Chapter 1   Geography and Climate                    ...    ...    ...	139
2   History    ...    ...    ...	142
3   Administration    ...    ...    ...	146
4   Weights and Measures                                ...    ...    ...	154
5   Reading List    ...    ...    ...	155

## APPENDICES

TABLE OF APPENDICES                    ...    ...    ...	159
<i>Appendices I to XV</i> ...    ...    ...	160



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## ILLUSTRATIONS

	<i>Page</i>
LOWLAND DUSUN VILLAGER ... ..	<i>Cover</i>
COAT OF ARMS ... ..	<i>Frontispiece</i>
AN EAST COAST TRADER ... ..	<i>Opposite</i> 16
BEAUTY CONTEST ... ..	<i>Opposite</i> 17
NEW SHOPHOUSES, JESSELTON ... ..	<i>Opposite</i> 32
THE CHANGING SKYLINE OF JESSELTON ... ..	<i>Opposite</i> 33
THE CROSS OF SACRIFICE, LABUAN ... ..	<i>Opposite</i> 48
KENT COLLEGE, TUARAN ... ..	<i>Opposite</i> 49
KUDAT REST HOUSE ... ..	<i>Opposite</i> 49
CHINESE LION DANCE ... ..	<i>Opposite</i> 64
CORONATION COMMEMORATIVE ARCH ... ..	<i>Opposite</i> 64
SUNNY SMILES — GIRL GUIDE MOVEMENT	<i>Opposite</i> 65
BRIDGE-BUILDING — THE SCOUT MOVEMENT	<i>Opposite</i> 65
GOVERNMENT JUNIOR STAFF QUARTERS ... ..	<i>Opposite</i> 80
A QUIET CORNER AT SANDAKAN ... ..	<i>Opposite</i> 80
NEW GOVERNMENT BUILDINGS, SANDAKAN	<i>Opposite</i> 81
DUCHESS OF KENT HOSPITAL, SANDAKAN ... ..	<i>Opposite</i> 81
PLANTING PADI ... ..	<i>Opposite</i> 112
IRRIGATION CANAL ... ..	<i>Opposite</i> 112
COLLECTING TURTLE EGGS ... ..	<i>Opposite</i> 113
PEPPER GARDEN ... ..	<i>Opposite</i> 113
TRANSPORT BY PONY ... ..	<i>Opposite</i> 128
THE INTERNAL AIR SERVICE ... ..	<i>Opposite</i> 128
A MUSICAL TRIO ... ..	<i>Opposite</i> 129
THE SERENITY OF AGE ... ..	<i>Opposite</i> 129

## GRAPHS

IMPORTS AND EXPORTS ... ..	<i>Opposite</i> 38
IMPORTS AND EXPORTS—VALUES BY COUNTRY OF ORIGIN AND DESTINATION ... ..	<i>Opposite</i> 39

## MAP

COLONY OF NORTH BORNEO — DENSITY OF POPULATION ... ..	<i>Inside back cover</i>
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# ILLUSTRATIONS

Page	Figure	Caption
16	Opposite	East of Asia
17	Opposite	East of Asia
22	Opposite	East of Asia
23	Opposite	East of Asia
28	Opposite	East of Asia
39	Opposite	East of Asia
49	Opposite	East of Asia
54	Opposite	East of Asia
54	Opposite	East of Asia
55	Opposite	East of Asia
55	Opposite	East of Asia
59	Opposite	East of Asia
60	Opposite	East of Asia
61	Opposite	East of Asia
61	Opposite	East of Asia
111	Opposite	East of Asia
112	Opposite	East of Asia
113	Opposite	East of Asia
113	Opposite	East of Asia
113	Opposite	East of Asia
128	Opposite	East of Asia
128	Opposite	East of Asia
129	Opposite	East of Asia
129	Opposite	East of Asia

## CHARTS

Page	Figure	Caption
38	Opposite	East of Asia
39	Opposite	East of Asia

## MAP

Page	Figure	Caption
38	Opposite	East of Asia

PART ONE



PART ONE

## *General Review*

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### THE CORONATION

**T**HE Coronation of Her Majesty The Queen was the most important single event of the year. It afforded a wonderful opportunity for the people of this young and small Colony to demonstrate their abiding loyalty to and affection for the Throne, and this they did in no uncertain manner.

As in other parts of the Commonwealth, the occasion was one of great rejoicing, and for many months beforehand energetic committees of all races worked to ensure that the event would be fittingly honoured and celebrated. Celebrations began on Coronation Eve but reached their climax on the Day itself when special Coronation parades and religious services were followed by festivities in which all communities joined with equal enthusiasm. Many villagers in the remoter areas journeyed for days over the hills to join in the celebrations. These varied from district to district and included processions of floats and decorated vehicles, land and water sports, pony gymkhanas and races, and in the evening free cinema shows, concerts, dancing, lantern processions, bonfires and firework displays. In most districts the celebrations were confined to the 1st and 2nd June, but in Jesselton, the Colony's capital, they lasted six days, beginning with a Governor's Garden Party and culminating with a Coronation Ball at Government House.

At Kota Belud, which lies near the foothills of Mount Kinabalu (13,445 feet) and in the centre of a picturesque native district, the Coronation Parade and a part of the celebrations were recorded by cine-camera and subsequently included in the film "Her People Rejoiced", which was shown over the TV network of the British Broadcasting Corporation and in America, and subsequently on the screens of cinemas the world over.



Permanent reminders of the occasion took the form of a grandstand for the communal playing field at Sandakan, and a memorial fountain and children's play ground at Jesselton, while in a number of districts, Coronation commemorative trees were planted.

The Colony was privileged to send three official representatives to be present at the Coronation Service at Westminster Abbey. They were the Clerk of Legislative Council, who represented the various Native peoples; a Nominated Member of the Legislature representing the Chinese community; and the Deputy Chief Secretary to Government. They took with them the Loyal Address from the people of North Borneo for presentation to Her Majesty. In addition, three native members of the North Borneo Police Force went to London as part of the Coronation Colonial Military Contingent, and one of them gave a message for North Borneo in the B.B.C.'s special round-up of Coronation Visitors. On 4th June, the Deputy Chief Secretary laid a North Borneo wreath at a special ceremony at the Cenotaph in Whitehall, and on July 4th planted a tree for North Borneo in the Coronation Grove of Oaks planted in Windsor Great Park.

Upon their return to the Colony, the Chinese and Native representatives not only broadcast over Radio Sabah, and contributed articles to the local press, but also toured the main centres of the Colony giving a first-hand account of their experiences to large and receptive audiences.

#### UNVEILING OF THE CROSS OF SACRIFICE

On June 10th, the eighth anniversary of the day on which the renowned Australian Ninth Division landed at Brunei and Labuan, the Cross of Sacrifice at the War Graves Cemetery, Labuan, was unveiled by the Governor, Sir Ralph Hone, at an impressive ceremony. The Cross which was erected by the Imperial War Graves Commission stands 20 feet high overlooking the graves of the 3,992 Allied war dead, whose names are recorded in bronze within the Memorial which forms part of the Cemetery. Among the many distinguished visitors who attended the unveiling and subsequently laid wreaths were representatives of the Governments of Australia, India, Pakistan, the neighbouring



territories of Sarawak and Brunei and the Armed Services in the United Kingdom and Australia.

#### THE GOVERNMENT AND THE PEOPLE

Major-General Sir Ralph Hone, K.C.M.G., K.B.E., M.C., T.D., left the Colony on 1st December, 1953, on leave prior to retirement. It was on 10th January, 1950, that Sir Ralph Hone was installed as Governor and Commander-in-Chief of North Borneo. Much was achieved during his 4-year term of office: along the road of constitutional progress a milestone was reached when Executive and Legislative Councils were established on 17th October, 1950, in the place of a single Advisory Council; there was a remarkable increase in the tempo of rehabilitation and reconstruction made necessary by the devastation of the war years; and a growing enthusiasm for and growth in the work of the various Social Welfare Organisations was due in no small measure to the active encouragement given by both Sir Ralph and Lady Hone and to the keen interest they took in the lives and welfare of the people.

The Governor-Designate is Mr. R. E. Turnbull, C.M.G., who is expected to arrive in North Borneo in March, 1954. The Chief Secretary, Mr. B. J. O'Brien, C.M.G., assumed office as Acting Governor on 1st December, 1953. Mr. O'Brien, who was appointed Chief Secretary on 2nd March, 1953, arrived in the Colony from Gibraltar on the 30th March, 1953.

Full details of the administration of the Colony are given under Chapter 3 of Part III. The Executive Council met on eight occasions during the year and there were four meetings of the Legislative Council. The consolidation of the Colony's laws was carried a further step forward and 50 Ordinances were enacted.

Statutory Boards and Advisory Committees continued to keep the Government closely informed of public feeling and to interpret official policy to the people. The diversity of activities in which they were engaged may be seen in the list given in Appendix I.

It is the Government's policy to associate the people more closely in the management of their affairs. As reported last year, an important advance in this direction was made in 1952 by the establishment of a Local Authority in the predominantly native



district of Kota Belud. This Local Authority which has control of its own finances, subject to approval of the Budget by the Legislative Council, consists of 45 Native Chiefs and selected Village Headmen under the presidency of the District Officer and the vice-presidency of his Native Assistant, but the Vice-president normally presides and the President only attends meetings when invited to do so. He was usually present at the end of meetings to answer questions and give advice, and his guidance was also in demand by the various committees through which most of the work of the Authority is conducted. The possibility of introducing some form of Local Authority in other rural areas was still under examination at the end of the year.

In urban areas, where the population is predominantly Chinese, Sanitary Boards continued to take an active interest in the task of planning and rebuilding their towns and in a great variety of other matters affecting urban welfare. The corresponding body in Labuan is a Rural Board under the Straits Settlements Municipal Ordinance, which has a limited financial responsibility for its own affairs. In November a new Municipal and Urban Authorities Ordinance was enacted and will in due course replace the existing Sanitary Boards Ordinance. The new Ordinance represents a considerable advance and within its framework steady progress towards urban local government up to full municipal status will be possible.

The third post-war Conference of Native Chiefs was held in July at Sandakan and was attended by 30 Chiefs from all over the Colony. His Excellency the Governor gave the opening address, and then left the meeting, after which the only Government officer to be present was one administrative officer whose sole function was to record the decisions made. The purpose of the Conference was, as in previous years, to enable the leading representatives of the various native communities to discuss together freely problems common to the different parts of the territory and bring matters concerning the welfare of their people to the attention of Government. There was discussion on a wide range of subjects including agricultural pests, advances to labourers, succession to native lands, boat-licence fees, resumption by Government of uncultivated land, extraction of timber from native reserves, and educational and medical matters.



The Information Office, which was established at the end of 1950, was again of value as a means through which the Government could make known its views and wishes in matters of importance and as a source of reliable up-to-date news. During the year a new Reading Room was opened at Tawau and the outstation Book-box library service from Jesselton was extended. The Information Office continued to broadcast a daily mid-day news bulletin over Radio Sabah. News Summaries were published on alternate days in Chinese and Malay. The publication in January of the first daily newspaper printed in English in the Colony — The Sabah Times — made it possible to dispense with daily English News Summaries, which are now produced only on special occasions.

#### PUBLIC FINANCE

The Revised Estimate of Ordinary Revenue during 1953 amounted to \$23.0 million which was only \$.372 million less than the actual revenue for 1952. The fall in the price of rubber was reflected in the Customs revenue but the reduction was offset by an increase in the revenue under Licences and Internal Revenue, mainly due to the settlement of outstanding Income Tax cases.

The revised Estimate of Recurrent Expenditure during the year amounted to \$14.2 million, as compared with \$13.9 million in 1952, while expenditure on reconstruction and development (excluding expenditure under C.D. & W. Schemes) amounted to \$14.1 million compared with \$17.0 million in 1952. The excess of normal revenue over recurrent expenditure amounting to \$8.8 million was available as a contribution towards the cost of reconstruction and development and of items of Special expenditure amounting to \$2.1 million. After taking into account the accumulated balances available at 1st January, 1953, the credit to be transferred from loan funds in respect of compensation paid to the British Borneo Timber Company Limited and the transfer to be made from a part of the proceeds of the sales of Japanese assets to meet the cost of War Damage Compensation financed by the Colony's revenue up to 31st December, 1952, there was an estimated deficit of \$1.5 million which was met by a grant-in-aid from Her Majesty's Government. The revised estimated expenditure under C.D. & W. Schemes amounted to \$4.1 million.



During the year further War Damage claims were settled and a total of over \$8.5 million has now been paid. 533 restoration awards amounting to \$1.9 million remain outstanding, but payment in the great majority of these cases awaits rebuilding by property owners in accordance with the town plans.

#### ECONOMIC PROGRESS

The price of rubber again declined and was about 32% below the average for 1952. Exports of this commodity fell from over 19,000 tons valued at \$39.1 million in 1952 to under 17,000 tons valued at \$23.3 million in 1953. There was some falling-off in the imports of consumer and luxury goods, but this was neither as great nor as rapid as the general economic position arising from the changed rubber outlook demanded. The result for the second year in succession was an adverse visible merchandise trade balance — which amounted to \$9.8 million as compared with \$5.6 million in 1952. Total imports for the year amounted to \$70 million (\$70.3 million in 1952) as against exports of \$60.2 million (\$64.7 million in 1952). The year also saw a decline of \$2.1 million in the valuable firewood trade, principally to Hong Kong, where the use of kerosene as a cooking fuel is reported to be becoming increasingly popular. A decrease of \$1.5 million in the value of tobacco exported was due to severe damage by flood to the 1952 Estate-grown crop. On the other side of the picture the value of copra exports increased by nearly \$2 million, catch by \$0.5 million, hemp by over \$1 million and timber by \$4 million.

The quantity of timber exported was 60% greater than in the previous year and production rose by 27%. These figures give cause for quiet optimism and support the belief that it is principally in the timber resources of the country that there lies the best means of an early advance towards a more balanced economy. It was this belief which led the Government in 1952 to terminate by agreement the timber extraction monopoly granted by the British North Borneo (Chartered) Company to the British Borneo Timber Co., Ltd., and which was not due to expire until 1955. The volume of timber exports in 1953 is all the more encouraging when it is considered that the agreements granting new concession areas to other companies made possible by the arrangement with the British Borneo Timber Co., were only



signed in the middle of 1952, and that full production in these new areas has not yet been reached.

The emphasis on timber, and to a lesser extent on hemp, does not mean that the Colony can afford to neglect rubber, which is and is likely to remain, the mainstay of its economy. The fall in production to less than 17,000 tons in 1953 when the price was about 55 cents a pound f.o.b. Borneo becomes the more significant when it is recalled that in 1947 with the price at 35 cents a pound, production was over 19,500 tons. The obvious explanation is that costs of production as reflected in current wage rates, are nearly twice those prevailing in 1949, so that it is no longer economic to tap where yields are low. The disturbing fact is that the greater proportion of the rubber in the country is over 20 years of age, and of 118,850 acres, it is estimated that less than 10% is planted with high yielding material. The need for an early and vigorous replanting programme with modern material is self-evident and at the end of the year the Rubber Fund Board, which is representative of all rubber interests in the Colony, had the matter under active consideration.

A record 1951/52 harvest estimated to have yielded over 30,000 tons of rice is reflected in the reduced imports of this commodity which were 10,400 tons as compared with 14,100 tons in 1952. Because of the continued upward trend of prices, it was again necessary early in the year to raise the price of rice, as it is the Government's policy that staple foods should not be subsidised. Cheaper and better imported rice, however, is forecast for 1954.

There were signs during the year of an improvement in the supplies of local meat. The unrestricted export of pigs was allowed for the first time since 1946, and at the end of the year there was a partial lifting of the ban on the export of buffaloes. In April, the importation of flour reverted to commercial enterprise, and similar action in respect of sugar was fixed for early in 1954. This will leave only rice still on Government procurement. Although the cost of living remained high, the local index based on the price of certain basic foodstuffs was three points lower at the end of the year than it was at the end of 1952. Price control restriction has been removed from all commodities other than rice and in some districts, locally-produced meat.



Although there was still a labour shortage, it was not as acute as two years ago, and estates and plantations normally had sufficient labour for ordinary day to day running. The supply of labour to other industry, including timber production, continued to increase and has more than doubled since 1949. According to returns received from the employers of 20 or more labourers the number of workers in employment at the end of the year was 24,150 as compared with 24,300 in 1952.

#### SOCIAL PROGRESS

There was a further expansion of the social services. The school population increased by 1,114 pupils and the number of teachers actually employed in all types of schools rose from 785 in 1952 to 827. Three new Government village schools were built and a large primary school for Jesselton with 5 class-rooms was almost completed. The Kota Belud Local Authority built 3 new schools, and the number of Mission schools increased by 6. At the end of the year 89 students were receiving training at the Teachers' Training College (Kent College).

For the second year running there was a full complement of 12 Medical Officers, including a Health Officer and, in addition, a Surgeon, and a Dental Officer. A training school for Health Inspectors was established, and 12 candidates began training on a syllabus equivalent to that of the Royal Sanitary Institute. New buildings opened for use during the year included the Duchess of Kent Hospital at Sandakan with 100 beds, the hospital at Kudat with 32 beds and new Health Centres at Jesselton and Sandakan. Further increases in the number of both in-patients and more particularly out-patients treated reflected the considerable improvement in the medical services which has been achieved during the past two years.

Much excellent work was again done by the several Missions working in the Colony and also by the Social Welfare Organisations which included the War Victims Fund Board, the Leper Fund Committee, the Boy Scouts, the Girl Guides, the Rotary Club of Jesselton, the local Branches of the British Red Cross and of the St. John Ambulance Association, and a newcomer to the field, The North Borneo Anti-Tuberculosis Association.

In March a severe fire at Tawau rendered 1,272 persons homeless, and the Red Cross helped by the St. John Ambulance



Association, effected a rapid distribution of relief supplies. A relief fund was opened, to which contributions amounting to almost \$74,000 were made.

Another fire was that at Kuala Penyu on the West Coast, which broke out early on Christmas morning and gutted 18 shophouses. Again help from the Social Welfare Organisations was speedily forthcoming.

#### RECONSTRUCTION AND DEVELOPMENT

Good progress continued to be made with new housing and building. At the end of the year 337 buildings were either completed or under construction by the Public Works Department, and of those finished the most important perhaps were two hospitals, the 100-bed hospital at Sandakan and a 32-bed hospital at Kudat, and new Government buildings at Sandakan for the Administration and for the Postal, Customs and Marine Departments. Commercial enterprise can again look back on a year of considerable achievement in this direction. At Jesselton the new premises of the Borneo Co., Borneo Motors, Ltd., and the Chartered Bank were formally opened, and buildings nearing completion included the Hongkong & Shanghai Bank building, two modern hotels and a block of 3-storey shop houses, while at Sandakan work began on the first block of new shophouses to be built there under the new Town Plan since the war.

Although an improvement in the labour situation accelerated road construction, progress was again less rapid than had been hoped and costs too high. The matter was investigated afresh, and a new policy evolved, which will entail the purchase of more plant and the employment of engineers and technical staff whose task will be to form and train units to carry through specified road projects with speed and thoroughness. Work will be concentrated on one or two roads at a time in order to avoid dispersal of effort.

The first phase of the reconstruction of the railway having been virtually completed in 1952, relatively minor works only were undertaken in 1953. But much still remains to be done if the railway is to run efficiently and economically in the future, and during the year a new programme to provide for the completion of reconstruction and for some new development as well was drawn up and submitted for approval.



Communications were greatly improved during the year by the establishment of an internal air service, which is operated by Sabah Airways Limited as a joint venture with the Government, using twin-engined de Havilland Dragon Rapide aircraft. In addition to the main airfields at Labuan, Jesselton and Sandakan, there are now airstrips at Kudat, Keningau, Ranau and Tawau. All of these places are served by the new air service, which will also be extended to Lahad Datu as soon as the strip there is completed.

A start was made during the year with the urgent task of reconstructing the wharves in the main ports. Contracts were placed for the Labuan and Sandakan wharves. Work started on the former, which it is expected will be finished in 1954. Plans for the Jesselton wharf are still under consideration, but it is hoped to place a contract before the end of 1954.

Further extensions were made to the telephone system in Jesselton, and much of the equipment arrived for a new automatic exchange on order for Sandakan. The total number of telephones installed increased from 743 to 965. During the year the overseas radio telephone service operated by Cable and Wireless Limited was extended to Australia.

The water supplies were either maintained or improved. At Jesselton a supplementary supply was completed, and a daily supply of 350,000 gallons of purified water is now available. Good progress was made with the construction of the new electricity power house at Jesselton, the capacity of the plant was increased at Labuan and a public supply provided for Tuaran.

The experimental and development work of the Agricultural Department continued at the Central Agricultural Station at Tuaran, where a wide selection of economic crops have been established for trial, and at the Inanam Padi Experimental Station. The culture of fresh water fish was greatly expanded, and 62 ponds were constructed during the year. There was a successful drive against Ranikhet disease in poultry involving 168,000 inoculations, and surra, a disease endemic among ponies in the Colony for the last 16 years, was brought under almost complete control. In the Kota Belud Local Authority area 6,000 acres of rough grass land was set aside for a communal cattle farm



to be run on approved lines, and by the end of the year 80 selected animals had been received.

The Drainage and Irrigation section of the Public Works Department, although handicapped by a shortage of technical staff, did much to implement the planning of earlier years. A diversion channel in the Papar area to save valuable rice land from flooding, was almost completed, and excellent progress was made with a project to reclaim 2,500 acres of swamp-land for agriculture in the Klias Peninsula. In the Interior an irrigation channel was dug for an area on which 100 hill natives are being resettled and encouraged to adopt a more permanent form of agriculture than the shifting cultivation of their forefathers.

#### PRINTING

The Government Printing Department, which was opened in 1951 was enabled to increase its output of printed matter and manufactured stationery as a result of the installation of additional plant in the production departments of the Press.

Several attractive booklets for the Coronation celebrations, including the Loyal Address in book form, were designed and produced. Individual training of the locally recruited staff was continued during the year, and two trainees have been chosen for higher study in printing technology in Australia, under the Colombo Plan. The first nominee from North Borneo to study printing in Australia, a Malay, will be leaving for Sydney in February, 1954, for a two-year course at the Sydney Technical School.

#### HELP FROM OUTSIDE SOURCES

The Colony continued to receive during the year considerable financial help both from Her Majesty's Government and other sources and also material as well as expert technical assistance and advice. Not only Government officials but also the general public are very conscious and appreciative of the help the Colony is receiving from Her Majesty's Government and from a number of other sources, which are now mentioned in note form below:—

#### *Colonial Development and Welfare Act*

A full list of the schemes which have been completed and also which are still in operation may be found at Appendix II. The







*U.N.I.C.E.F. and W.H.O.*

The Colony has been, and still is, receiving a considerable amount of aid from the United Nations International Children's Emergency Fund (which is now continuing as the United Nations Children's Fund).

The value of assistance received from U.N.I.C.E.F. during the past four years has been very high. For instance, in 1950 U.S. \$77,000 were provided for the Health Service and training team, and to meet the cost of equipment supplied for the clinics and health centres; while assistance during 1951-1953 has exceeded M\$120,000.

The following items will give some idea of the scope of the assistance received:—

In 1949-50 large quantities were provided of skimmed and dried milk for free distribution to school children throughout the Colony.

In 1952 an application was made for equipment for use in maternity wards totalling some U.S. \$4,000; the items included beds, blankets, sterilizers and two infant incubators as well as surgical instruments. These items are en route and are expected to arrive shortly.

The latest request made is for drugs and diet supplements for distribution among the fourteen Maternity and Child Welfare Centres in the Colony. The cost is estimated at U.S. \$9,000.

There is also a possibility that U.N.I.C.E.F. will supply materials and equipment for the sanitation schemes, in conjunction with the World Health Organisation.

The World Health Organisation has made available the services of a Consultant to advise on the urgent problems of sanitation in the major centres of population. A team of two engineers will follow to work out plans in detail in accordance with the overall recommendations of the Consultant. W.H.O. has also promised to supply sanitary equipment to an estimated value in excess of M\$126,000.

*Colombo Plan*

The Colony is a recipient country, and enjoys membership under the aegis of the United Kingdom. The following experts



for whom application had been made in 1952 arrived during the current year:—

- A Lady Domestic Science Teacher from New Zealand,
- A Junior School Teacher from New Zealand, and
- A Pathological Laboratory Technician from Australia.

It has recently been learnt that the services of a Sanitary Inspector to establish and train subordinate staff for a Public Health Service, have been offered by the New Zealand Government and this expert is expected to arrive very early in 1954. His work and training programme will be integrated with the investigations of the W.H.O. Consultant.

It has not been possible to obtain experts so far to fill the vacancies for six draughtsmen for the Survey Department, but one Surveyor (out of two requested) has been offered recently by Canada and is expected to arrive early in 1954.

In addition to the services of experts, materials and equipment were also received, notably capital equipment for the Pathological Laboratory, presented by Australia.

During the year a further five local candidates were granted facilities under the plan for higher study in Australia and New Zealand. Four 6-month fellowships were given by the former, and one 2-year scholarship by the New Zealand Government. The three students who began 4-year courses in accountancy and law in New Zealand in 1952 are making good progress with their studies.

#### *Foreign Operations Administration*

This Agency, known formerly as the Mutual Security Agency, is continuing the latter's work and is assisting with the reconstruction of the wharves at the three major ports of Jesselton, Sandakan and Labuan. It will be contributing almost 50 per cent. of the total cost which is now estimated at \$4,040,000.

#### *U.N. Technical Assistance Administration*

A statistical expert was made available under the United Nations' expanded technical assistance programme and arrived in March to advise the Government on the possibility of establishing a small statistics department. His report has been submitted and is receiving detailed examination.

## PART TWO



The first part of the book is devoted to a general survey of the history of China from the beginning of the 19th century to the present day.

The second part of the book is devoted to a detailed study of the political, economic, and social conditions of China during the 19th century.

The third part of the book is devoted to a study of the foreign relations of China during the 19th century. It deals with the various treaties and agreements which China entered into with the Western powers.

PART TWO

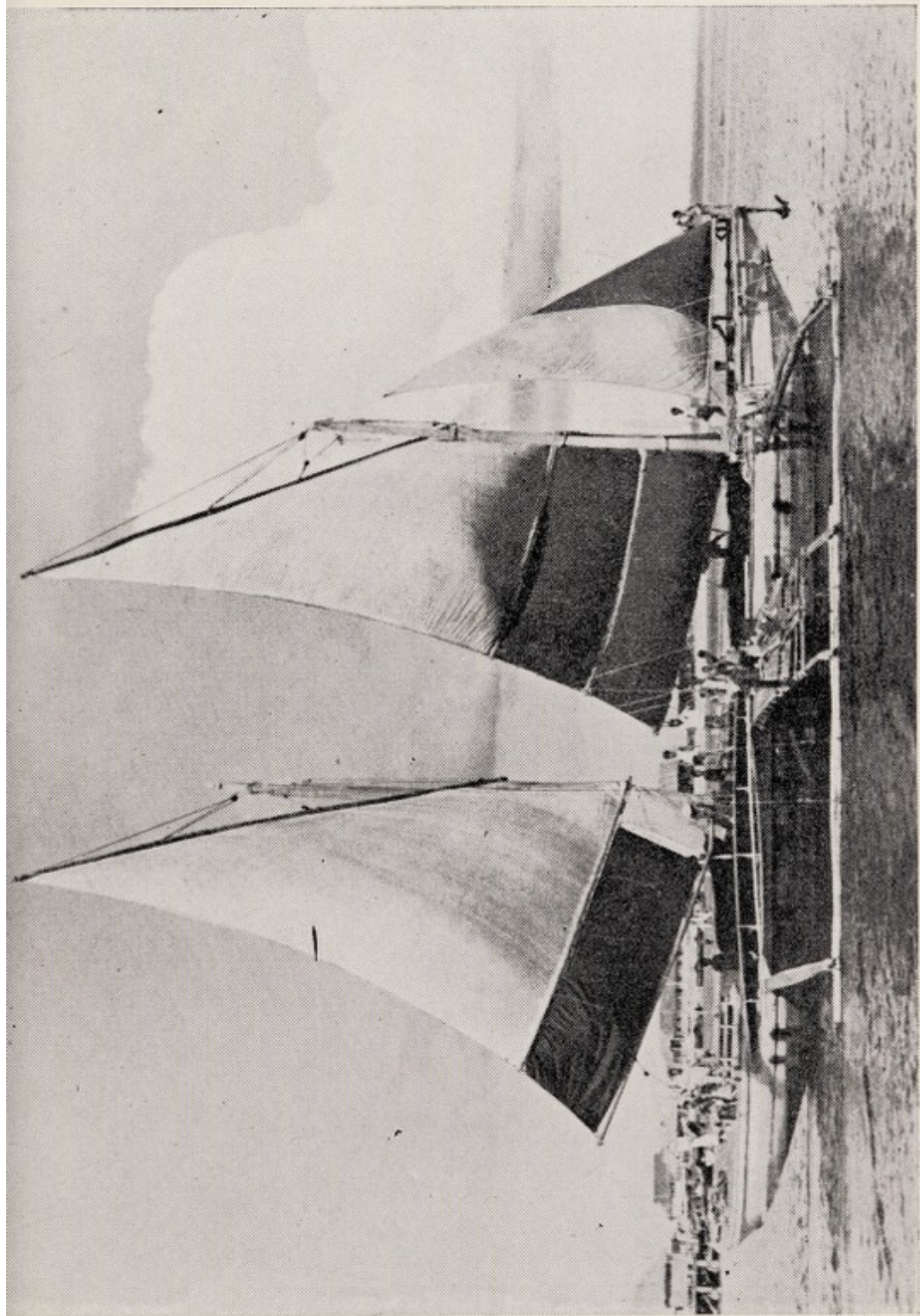
The first chapter of Part Two is devoted to a study of the political conditions of China during the 19th century. It deals with the various reforms and movements which took place in the country.

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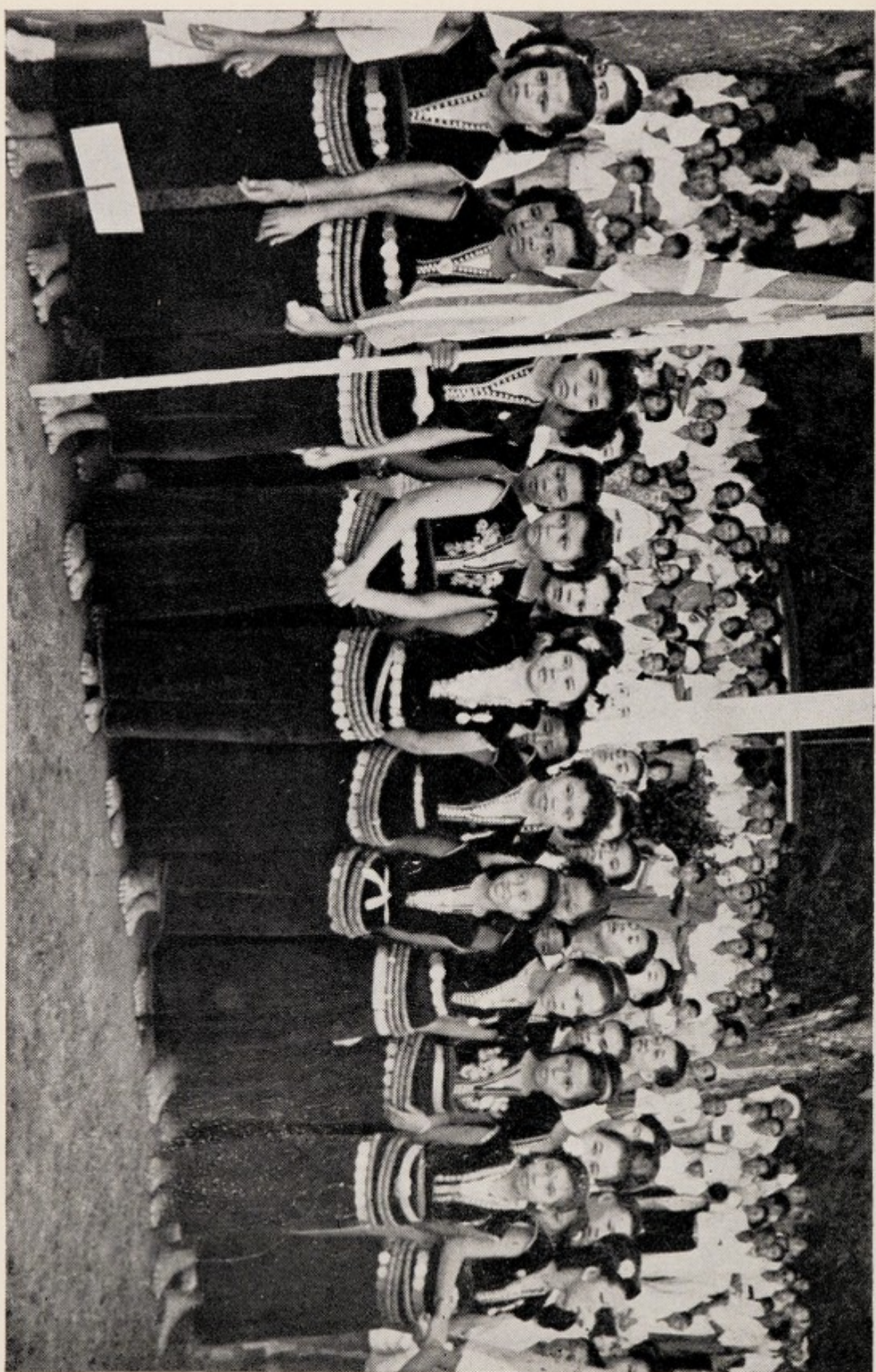
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(R. Knowles)

An East Coast trader from the Celebes.





(Mei Hwa Studio)

Dusun girls in Native Dress Competition—such “beauty contests” are popular at annual native festivals.



# 1

## *Population*

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**T**HE full report of the 1951 census of population was published during the year. The report shows that since 1931, the year in which the last census was held, the total population of the Colony has 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 has increased by 48.6 per cent from 50,056 to 74,374. The number of Europeans, including Eurasians, has 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 is 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.

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 land community of Bajaus in the Kota Belud District has taken to padi planting on a considerable scale.

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 show 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.

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 many are engaged in agriculture and commerce, supply most of the artisans for local industries. Many are smallholders producing rubber, rice, coconuts, fruits and vegetables, and rearing pigs. The majority of them are Hakka, who provide many of the clerks and subordinate technicians employed by Government Departments and commercial firms. The business and shop-keeping community, particularly in the Sandakan area, are mostly Cantonese, who have long-established connections



with Hong Kong and China, while in the West Coast towns they are Hokkien and tend to look for their trade towards Singapore.

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

Those listed under "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.

Only some 45,000 persons live in anything like approaching urban conditions. The main towns of the Colony are Sandakan (14,499 persons), Jesselton (11,704 persons), Kudat (1,895 persons), Papar (1,772 persons) and Beaufort (1,576 persons).

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.



It will be seen, therefore, that 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 estimated population on the 31st December, 1953, was:—

Indigenous	.....	...	...	251,695
Chinese	...	...	...	82,591
European (including Eurasian)	...	...	...	1,651
Others	...	...	...	24,675
TOTAL				360,612

A summary of registered births and deaths during the period 1st January, 1953, to 31st December, 1953, shows:—

			Births	Deaths
Indigenous	...	...	6,625	3,306
Chinese	...	...	3,781	754
European (including Eurasian)	...	...	36	2
Others	...	...	713	343
TOTAL			11,155	4,405

The following is a summary of arrivals and departures through the ports of the Colony during the period January to December, 1953:—

			Arrivals	Departures
Indigenous	...	...	744	807
Chinese	...	...	5,418	6,343
European (including Eurasian)	...	...	871	859
Others	...	...	12,585	10,145
TOTAL			19,618	18,154

The increase of arrivals over departures in 1953 of 1,464 compares with corresponding figures for the years 1952 and 1951 of 3,805 and 3,079 respectively. During the year there was a decrease in the number of artisans and semi-skilled workers



entering the Colony to take up employment with building contractors and there was a noticeable departure of locally-born Chinese and Natives to the Brunei oilfields.

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 full Report of the 1951 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. All but 2,065 of the indigenous community were born in North Borneo, and of that number most were born in the territories with contiguous land borders—i.e., South Borneo, Sarawak and Brunei. Of the largest immigrant community, the Chinese, 48,862 out of 74,374, or 66 per cent., were born in North Borneo; most of the remainder were born in China, and 4,000 odd were born in Hong Kong. Further analysis of birth-place statistics confirmed the already well known past and current trend of migration from the interior districts to the industrial and plantation areas bordering or close to the coast.



## 2

### *Occupation, Wages and Labour Organisation*

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THE industrial structure of North Borneo is undeveloped and simple, a considerable majority of the population being engaged in homestead farming. Superimposed on this basis are the established estate, timber and firewood industries. Next there are the small processing industries serving the elementary needs of the rubber 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. The total number of persons gainfully employed (excluding housewives and all persons of less than 15 years of age) was shown by the 1951 census to be 140,629, made up 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 a 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 in wage-earning employment of the natives has been one of the more significant post-war trends, and they now constitute 57.2 per cent of the labour force of the Colony. The number of natives so engaged continues to increase and their proportion to the total labour force of the Colony has remained constant for the last three years, despite increases in the total labour force largely as a result of workers entering temporarily from outside the Colony. The low price of rubber throughout most of 1953 has had no significant effect upon the number of workers employed on rubber estates. Estates and plantations are still the largest employers of labour in the Colony, but the labour force employed in industry (including timber production) is increasing more rapidly, having more than doubled since 1949.

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 low-lands, 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 process must be a gradual one, and the present policy is to ensure, as far as possible, the success of a modest pilot settlement, and thereby, it is hoped, encourage other hill natives by a practical example of what can be achieved to move to more accessible areas, rather than risk the failure of a more ambitious scheme at the outset.

The Chinese population is mainly engaged in commerce, rubber production, agriculture and other industries. In commerce members of the Chinese community predominate, and their strong



position relative to that of the native in this and other fields was shown in the 1951 Census to be as follows:—

	Indigenous	Chinese	Others	Total
Engaged in commerce ...	701	4,968	368	6,037
Engaged in transport and communications ...	812	1,231	302	2,345
Engaged in building construction ...	286	1,281	75	1,642
Owners of estates or small-holdings planting commercial crops ...	2,389	2,175	298	4,862
Owners of other businesses ...	593	2,763	157	3,513
Employed as managers or assistants ...	349	843	65	1,257
Employed as skilled workers	1,261	3,989	646	5,896
Employed as clerks ...	242	1,170	179	1,591

### *Immigrant Labour*

The successful settlement in the Colony of 1,486 Cocos Islanders has now been accomplished. They have settled down well, their health has improved and they are showing themselves useful and reliable workers. They exhibit no inclination to return to the overcrowded conditions in the Cocos Islands.

The demand for artisans and semi-skilled workers for building construction has remained steady during 1953. Government has continued to permit the temporary entry of skilled and semi-skilled workers from Hongkong and Singapore for employment with firms of established Singapore and Hongkong Construction engineers and contractors who have opened branches principally in Jesselton and Sandakan for the purpose of undertaking the larger Government and private contracts which are available as town planning and post-war rebuilding proceeds throughout the Colony.

558 permits have been issued for the entry of such workers and at the end of the year about 1,000 of these workers still remained employed in the Colony. There has been an increase in the demand for skilled technicians to operate and maintain



mechanical equipment, both by Government and by commercial concerns, and, pending the training of local personnel, these needs are also being met by temporary engagements, principally from Hongkong.

Further consideration was given during the year to the possibility of arranging for immigration of Indian agriculturists and skilled workers for employment and settlement in the Colony. The proposals for settlement proved, however, to be beyond the financial resources of the Colony and the proposals for entry of agriculturists and workers did not meet with general support in the Colony. The Indian Government was therefore informed that this Colony was not able to proceed with the proposed settlement scheme. Facilities remain, however, for the engagement of skilled workers individually.

#### *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 different local costs of living. Most agricultural work and much industrial work is performed on piece rates. There have been no general wage increases during 1953. There has been some reduction of wage rates locally and the earnings of workers in the rubber industry have fallen with the world price of rubber. There have been no considerable fluctuations in wages paid to skilled workers which continue to be comparatively high. It may be said that 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.

Hours of work are 8 hours a day for six days a week, but in many cases shorter hours are worked. Various holidays are prescribed.

#### *Cost of Living*

The cost of living has remained comparatively steady during 1953 and though there have been fluctuations in commodity prices it has remained below the peak reached in 1951. The comparative scarcity and high price of locally produced food continued to be a major problem. Figures for an average monthly budget



for workers of various races in the Colony collected by the Labour Department show the following:—

			Increase % ————— Decrease				
Workers Monthly Budget			1951	1952	1953	1952—1953	
<i>Natives</i>							
Foodstuffs	...	...	30.84	31.64	29.70	—	6.1
Clothing and bedding	...	...	6.50	5.07	5.29	+	4.3
Miscellaneous	...	...	7.23	11.00	11.02	+	0.2
Total:			44.57	47.71	46.01	—	3.6
<i>Chinese</i>							
Foodstuffs	...	...	35.62	37.00	35.75	—	3.4
Clothing and bedding	...	...	6.20	4.68	6.63	+	41.7
Miscellaneous	...	...	12.56	11.80	11.60	—	1.7
Total:			54.38	53.48	53.98	+	0.9
<i>Other Immigrant Workers</i>							
Foodstuffs	...	...	25.67	25.88	25.80	—	0.3
Clothing and bedding	...	...	8.35	6.08	7.11	+	16.9
Miscellaneous	...	...	9.27	9.49	9.50	+	0.1
Total:			43.29	41.45	42.41	+	2.3

A retail price index giving the mid-year and end of year prices of certain basic foodstuffs is given below:—

	1952		1953	
	June	December	June	December
2 gantangs rice ...	\$4.00	\$4.32	\$4.80	\$4.80
1 kati flour ...	0.30	0.30	0.30	0.30
1 kati fats ... ..	2.00	1.80	1.80	1.80
1 kati white sugar ...	0.42	0.42	0.38	0.32
1 kati meat ... ..	1.57	1.36	1.36	1.37
3 katis fish ... ..	4.05	4.50	4.50	4.50
2 14-oz. tins of milk ...	1.40	1.46	1.40	1.40
6 eggs ... ..	1.32	1.32	1.26	1.20
5 katis vegetables ...	2.50	2.12	1.83	1.42
2 ounces tea ... ..	0.48	0.48	0.48	0.48
¼ kati coffee beans ...	0.62	0.63	0.60	0.60
Total:	18.66	18.71	18.71	18.19
Local Index ...	141	141	142	138



*Labour Department*

During the year the Department of Labour continued to be combined with the Immigration Department and the former Secretariat for Chinese Affairs. It consisted of the Commissioner assisted by two Administrative Officers, and a subordinate staff of one Chinese Assistant Officer, three Labour Inspectors and ten other staff. Two offices were maintained, the headquarters in Jesselton and an office serving the East Coast under an Assistant Commissioner of Labour in Sandakan. Regular inspections of places of employment are carried out by officers of the Department. No employment exchanges at present exist.

*General*

Housing conditions at places of employment continue to improve, although in many cases, particularly in the rubber industry, housing programmes have had to be curtailed as a result of shortage of funds resulting from the fall in commodities produced. The Labour Department's campaign continues to receive the support and co-operation of employers who generally show a sincere interest in the health and welfare of their workers. 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, has been less marked during the year, and some local surpluses of labour are now appearing.

*Industrial Relations*

During the year there was no marked change in the state of trade unionism, which is still in its infancy in the Colony. There was an increase in trade disputes, but none of them was of sufficient size or moment to attract public attention. 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 Immigration and Labour has been appointed Registrar of Trade Unions for the Colony and contact is maintained with the Trade Union Adviser in Kuala Lumpur, Federation of Malaya. Three Trade Unions have so far been registered with a total membership of about 500 workers. No new Unions were registered during the year. None of these organisations has any affiliations with any metropolitan or international organisations. Industrial relations between employers and workers have continued to be generally very satisfactory throughout the year, and the absence of any serious unrest amongst workers in the Colony presents a happy contrast to the situation in so many countries of the world today.

#### *Labour Legislation*

No new legislation particularly affecting labour was passed during 1953.

#### *Safety, Health and Welfare*

The provision of certain standards of housing, health and safety is required by the Labour Department under the Labour Ordinance, and in addition there are provisions in the Machinery Ordinance 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, 1950. 208 accidents were reported in 1953 and in 120 of these cases compensation amounting to \$33,025.72 was claimed and paid. Increasing attention is being given both by the Labour Department and by employers to the improvement of standards of safety in working and to the re-employment and rehabilitation of injured workers.

The administration of the Pauper Ordinance is the responsibility of the Department of Immigration and Labour. Details of the public assistance provided are given on page 98.



*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 have been no significant changes during the year 1953, and these Conventions have been applied in North Borneo as follows:—

(a) Without modification:

20 Conventions.

(b) With modifications:

9 Conventions.

(c) Inapplicable owing to the local conditions.

17 Conventions.

(d) Decision reserved pending the enactment of legislation:

7 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 described on pages 76-77.

*Labour Advisory Board*

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



### 3

## Public Finance and Taxation

### PUBLIC FINANCE

AT the time of compiling this report the Colony's accounts for 1953 had not been finally closed. The figures for 1953, represent the latest revised estimates.

In 1953, normal revenue was in excess of recurrent expenditure by \$8,804,000. This sum was, therefore, available as a contribution towards the cost of items of Special Expenditure amounting to \$2,071,000 and the heavy cost of reconstruction and development amounting to \$12,030,000. The resultant deficit was \$5,297,000.

#### *Revenue and Expenditure*

The following table gives the comparative figures of revenue and expenditure for the years 1951, 1952 and 1953 in millions of dollars:—

		Ordinary Revenue	Personal Emoluments	Other Charges	Special & Extra- ordinary
		\$	\$	\$	\$
1951	...	25.0*	4.0	6.5	12.6
1952	...	23.4*	6.9	7.0	17.0
1953	...	23.0*	7.4	6.8	14.1

\*Excluding grants-in-aid, loans-in-aid and Colonial Development and Welfare grants.

#### NOTES:

Special and Extraordinary expenditure includes the following ex-gratia War Damage Compensation payments which were financed partly by Grants-in-Aid from Her Majesty's Government and partly by the proceeds from the realisation of ex-Japanese assets:—

1951	...	...	...	...	\$4.5
1952	...	...	...	...	1.6
1953	...	...	...	...	.5



1952 — Special and Extraordinary expenditure included a sum of \$3.4 millions in respect of compensation paid to the British Borneo Timber Co. Ltd., for the termination of their timber monopoly. This expenditure was included in the Loan Ordinance, 1953, and the amount will eventually be transferred from loan funds to general revenue.

### *Details of Revenue*

The principal revenue items were as follows, in millions of dollars:—

	1951	1952	1953
Customs ... ..	16.4	12.0	11.6
Lands ... ..	.6	.7	.7
Posts ... ..	.3	.4	.4
Telegraphs ... ..	.3	.4	.4
Railways (Nett) ... ..	.2	—*	—*
Forests ... ..	.6	1.0	1.0
Licences and Internal Revenue	3.8	4.8	5.6
Fees and Municipal ... ..	1.0	1.0	.8
Other items ... ..	1.8	3.1	2.5
	<hr/> 25.0 <hr/>	<hr/> 23.4 <hr/>	<hr/> 23.0 <hr/>

\* Railways 1952: Recurrent expenditure exceeded revenue by \$332,000.  
1953: Recurrent expenditure exceeded revenue by \$202,000.

### *Public Debt.*

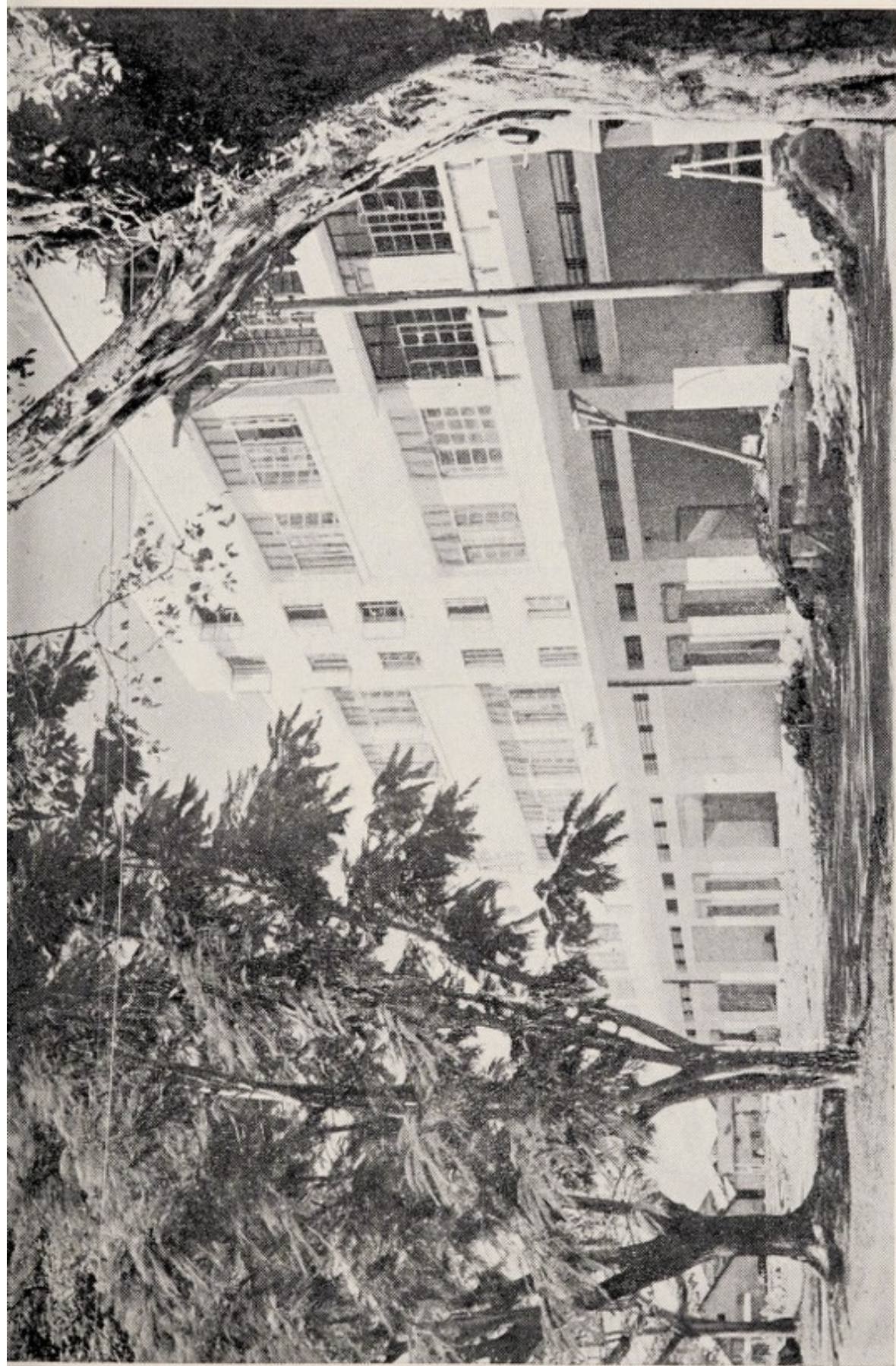
The Loan Ordinance 1953 was enacted to provide for the raising of a loan to meet the cost of the following projects:—

Development of water supplies ... ..	\$253,000
Development of electricity supplies ... ..	604,000
Compensation in respect of relinquishment of timber rights by the British Borneo Timber Co. Ltd. ... ..	3,374,700

The loan was not floated during 1953 but arrangements have been concluded whereby it will be floated during 1954. The compensation was paid to the British Borneo Timber Co. Ltd., during 1952 and the receipt from loan funds in respect of that item will be credited to the Colony's revenue during 1954.

A statement of the Colony's Assets and Liabilities as at 31st December, 1952, is shown in Appendix IV.





New shophouses in Gaya Street, Jesselton.

(R. Knowles)





(R. Knowles)

The changing skyline of Jesselton—the Chartered Bank's new building on the water-front.



## TAXATION

*Customs Tariff*

The principal Import Duties are those levied on Arms and Ammunition, Wines, Spirits, Tobacco, Fireworks, Cutlery, Explosives, Machinery, Petroleum, Lubricating Oils, Kerosene, Patent and Proprietary medicines, Perfumery and Cosmetics, Photographic and Cinematographic equipment and materials, Rice, Sugar, Tea, Condensed milk, Milk powder, Confectionary, Butter, Motor vehicles and accessories, and Textiles. Provision is made in the tariff for a preferential rate for certain types of goods of Commonwealth origin. Items not covered by the Free Imports List and not specifically mentioned in the Import Tariff are all subject to an *ad valorem* duty of 10%. The Export Tariff provides for duties on Agricultural and Forest produce, Livestock and Animals, Mineral produce, Sea produce and Timber. Similarly, where specific mention is not made of any particular export either in the Tariff or in the Free List, an *ad valorem* duty of 5% is charged. The Transit Tariff covers Coal and Timber only. The Free Imports List includes (subject to certain conditions) goods imported from Sarawak or Brunei on which import duty has been paid in either Sarawak or Brunei; Building materials, Fish (fresh and frozen), Livestock, Jewellery, Meat, Medical preparations, Educational supplies and a number of other items. The Free Exports List includes (*inter alia*) any articles, animals or goods, which have previously been imported into the Colony; Gambier and Pepper and certain other articles as approved by the Conservator of Forests and Commissioner of Customs.

*Stamp Duties*

Stamp Duties are imposed on all documents required to be stamped under the provisions of the Stamp Ordinance, 1951. The documents which require stamping represent a wide range of commercial and legal documents and include Affidavits, Statutory Declarations, Appeasements, 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 1902 (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 1953 was \$66,000.

*Income Tax*

Limited liability companies operating in the Colony are taxed at the rate of 30% on chargeable incomes accruing in, derived from or received in the Colony. A Double Taxation Arrangement is in force with the United Kingdom which provides generally and where applicable for relief in one territory in respect of income tax paid in the other territory.

*Residents Tax*

The legislation provides for the levy of a tax on taxable incomes accruing in, derived from or received in the Colony at the following rates:—

Income	Tax Payable
\$3,000 and under	Exempt
Exceeding \$3,000 but not exceeding \$5,000	1%
„ \$5,000 „ „ „ \$15,000	2%
„ \$15,000 „ „ „ \$30,000	3%
„ \$30,000 „ „ „ \$50,000	5%
„ \$50,000 „ „ „ \$75,000	7½%
„ \$75,000 „ „ „ \$100,000	10%
„ \$100,000	12½%

*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 25 persons at any one time) to \$50.00 for the business of a shipper engaged only in the carriage coastwise of passengers or cargo. Fees are levied on a lower scale in rural areas and smaller towns.



*Estate Duty*

New rates of Estate Duty came into force on 1st January, 1952 (see Appendix V).

## LOCAL AUTHORITIES

The revised estimates of revenue and expenditure of Local Authorities were as follows:—

*Labuan Rural Board**Revenue*

		\$	\$
Rates and Public Utilities	...	54,860	
Vehicle Licences	... ..	27,000	
Licences — Miscellaneous	...	2,174	
Fees and Fines	... ..	2,240	
Miscellaneous	... ..	8,890	
Subvention from Government	...	22,846	118,010
		<hr/>	

*Expenditure*

Administration—Annually Recurrent		29,610	
Public Works Recurrent	...	73,500	
Special Expenditure	... ..	14,900	118,010
		<hr/>	

*Kota Belud Local Authority**Revenue*

General	... ..	27,747	
Subvention from Government	...	36,689	64,436
		<hr/>	

*Expenditure*

Administration—Annually Recurrent		24,686	
Special Expenditure	... ..	39,750	64,436
		<hr/>	



## *Currency and Banking*

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**T**HE 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 20 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 and 20 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 1953 is \$34,375,000.

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: add a 0 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 Hong Kong and Shanghai Banking Corporation. Both have branches at Jesselton and Sandakan, and provide agency facilities at Labuan. The Hong Kong and Shanghai Bank also has a branch at Tawau and the Chartered Bank of India, Australia and China has an agency at Kudat. The Chartered Bank provides Savings Bank facilities.



## 5

### Commerce

#### General

**T**HE value of domestic imports including goods imported into bond into the Colony during 1953 was almost equal to that of the previous year whereas the total value of domestic exports, exports from bond, and re-exports showed a further decline over 1952.

The price of rubber fell during the year from an average of £225 per ton in 1952 to £115 per ton. Firewood showed a reduction from £3.4 per ton in 1952 to £1.7 per ton.

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

Year		Imports \$(000,000)	Exports \$(000,000)	Balance of Merchandise Trade (+) favourable (-) unfavourable
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	30.0	+ 4.6
1949	...	34.0	37.7	+ 3.7
1950	...	46.0	92.0	+ 46.0
1951	...	70.2	113.7	+ 43.5
1952	...	70.3	64.7	- 5.6
1953	...	70.0	60.2	- 9.8

The unfavourable balance of visible merchandise trade\* for the year showed an excess of \$9.8 million of imports over exports. This was due to several reasons. Compared with 1952 the quantity of rubber exported fell by 12% and its market price fell by 32%. The quantity of firewood exported fell by 44% — this market was

\* Exclusive of banking and investment credit transactions.

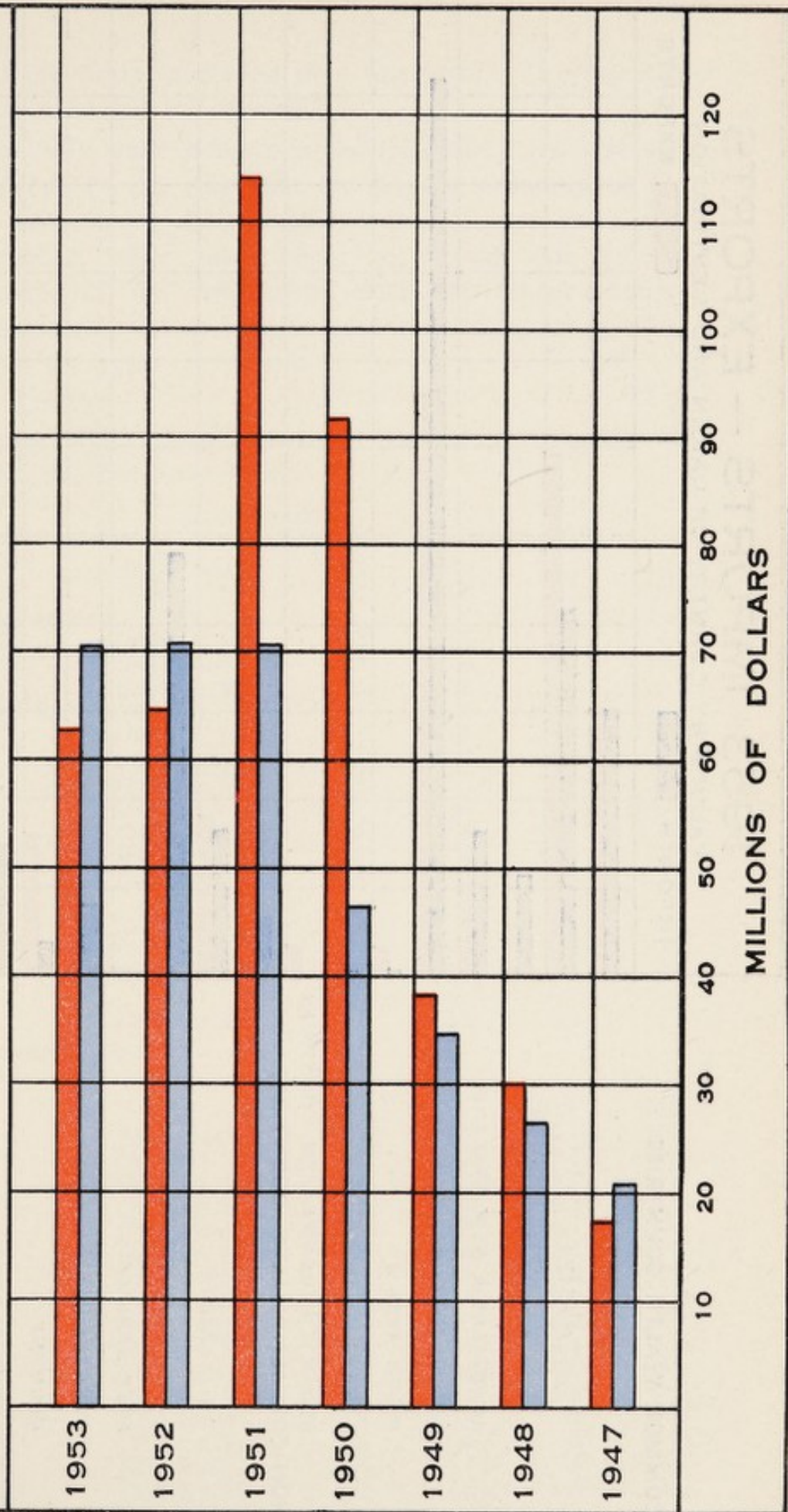


# IMPORTS AND EXPORTS

1947 - 1953

IMPORTS

EXPORTS





# 1953 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

## OTHER COMMONWEALTH COUNTRIES

## NON-COMMONWEALTH COUNTRIES

CHINA & FORMOSA

JAPAN

OTHER ASIA

EAST AFRICA

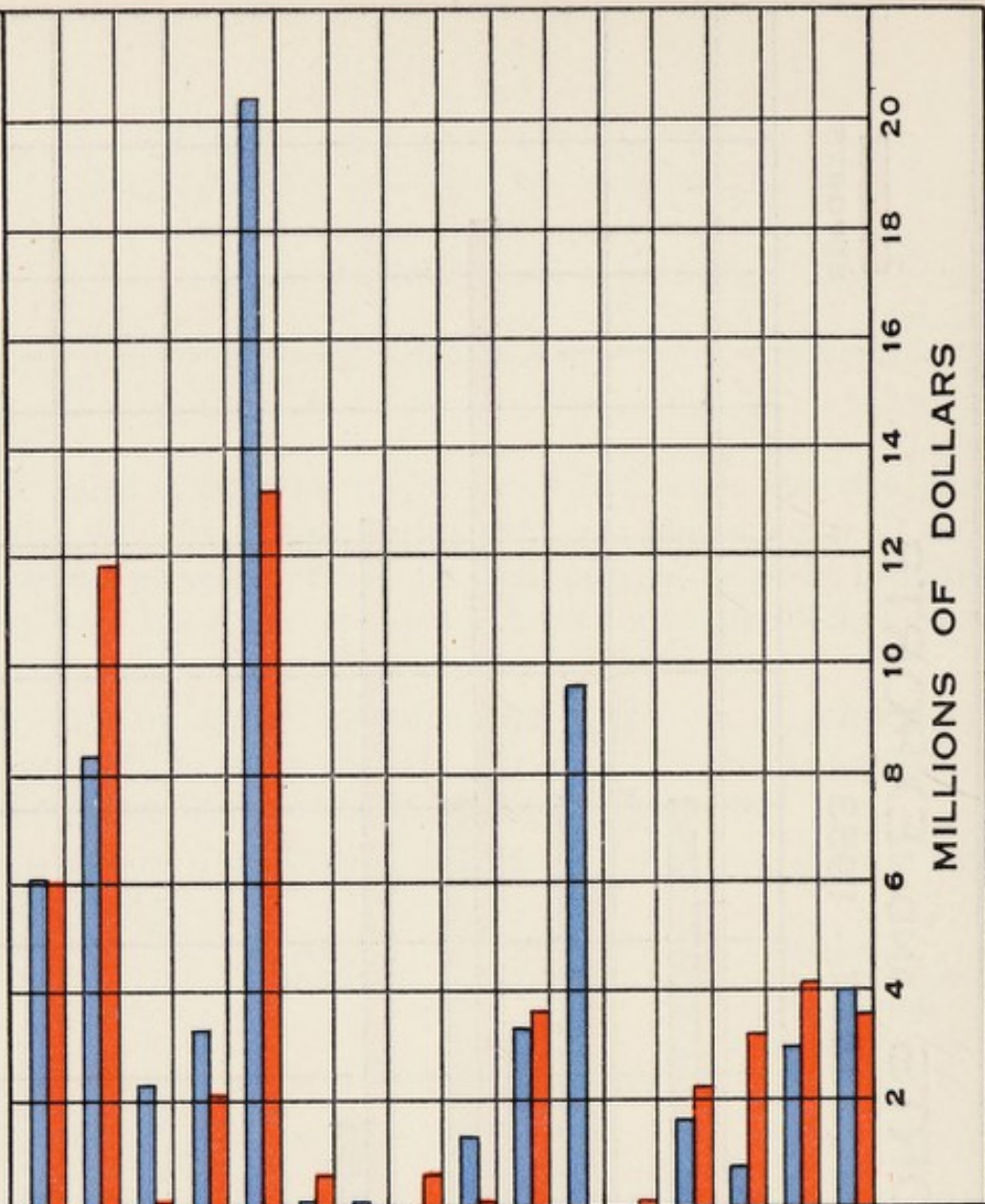
NETHERLANDS

GERMANY

OTHER EUROPE

U. S. A.

MILLIONS OF DOLLARS





very dull and the price has fallen to a low level. The quantity of tobacco exported fell by over 50%.

The unfavourable trade balance is the third since the war and this lends support to the view that the present economy of the Colony is in large part determined by the market price prevailing for rubber. The future may be viewed with greater optimism because of the brighter prospects for timber exports which have increased by over 60% in quantity and by nearly 50% in value during the year.

### *Imports and Exports*

The following tables show figures of the main imports and exports during the last four years:—

		MAIN IMPORTS			
		1950	1951	1952	1953
Provisions	(000 tons)	9.8	13.0	11.1	13.5
	(Million \$)	6.0	10.6	9.5	10.0
Textiles and Apparel	—	—	—	—	—
	(Million \$)	6.8	9.3	* 4.7	4.4
Rice	(000 tons)	8.3	15.6	14.1	10.4
	(Million \$)	3.1	7.3	8.1	5.9
Tobacco, Cigars and Cigarettes	(000 lbs.)	539.1	720.6	702.5	650.7
	(Million \$)	2.5	3.8	4.5	3.9
Sugar	(000 tons)	5.6	6.7	5.7	4.9
	(Million \$)	2.7	3.7	2.9	2.1
Vehicles	(Nos. )	8,427	10,290	7,936	2,823
	(Million \$)	1.5	3.4	3.1	1.9
Building Materials	(000 tons)	4.8	7.8	18.1	14.0
	(Million \$)	.4	1.3	3.4	2.3
Machinery	—	—	—	—	—
	(Million \$)	2.9	2.6	5.8	8.4
Metals	(000 tons)	1.1	5.4	6.0	5.2
	(Million \$)	1.9	4.6	5.3	4.4
Oils	—	—	—	—	—
	(Million \$)	3.1	3.2	6.8	5.7

\* Corrected figure.

		MAIN EXPORTS			
		1950	1951	1952	1953
Rubber	(000 tons)	23.9	21.7	19.1	16.8
	(Million \$)	59.9	86.2	39.1	23.3
Timber	(Mil. cu. ft.)	3.8	4.1	3.1	5.1
	(Million \$)	6.5	10.2	8.3	12.3
Copra	(000 tons)	—	12.5	12.1	12.6
	(Million \$)	6.7	8.4	5.3	7.2
Firewood	(000 tons)	67.9	58.8	95.6	53.8
	(Million \$)	1.6	2.4	3.1	1.0
Tobacco	(000 tons)	255.0	224.3	286.2	131.1
	(Million \$)	1.7	1.7	2.1	.6
Cutch	(000 tons)	4.1	4.6	4.0	4.9
	(Million \$)	1.2	1.4	1.8	2.3
Dried & Salt Fish	(000 tons)	.8	.8	.7	.7
	(Million \$)	.6	.6	.6	.5
Hemp	(000 tons)	.6	.1	.4	1.1
	(Million \$)	1.1	.3	.5	1.6



## RE-EXPORTS

Copra re-exports in 1953 amounted to 2,670 tons valued at \$1.4 million, as compared with 5,500 tons valued at \$2.2 million in 1952.

*Control of Imports and Exports*

In order to conserve foreign exchange and to regulate the importation of certain commodities a licence from the Commissioner of Trade and Customs must be obtained for certain types of goods. Non-essential goods from Europe are subject to foreign exchange quotas and there are restrictions on the importation of goods from Japan and the American dollar countries. It has been the policy since 1951 to allow free importation of most kinds of goods from "soft" currency sources.

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 original sources of the Colony's imports are not always ascertainable in the case of goods which have come via the entrepot markets of Singapore and Hong Kong. Similarly it is not possible to determine accurately the ultimate destination of all the Colony's exports, a large proportion of which is consigned to the entrepot ports. In the following tables are given respectively the percentages of value of imports declared by countries of origin and of export values declared by countries of destination:—

## PERCENTAGE OF VALUE OF TOTAL IMPORTS BY COUNTRY OF ORIGIN

*Commonwealth Countries*

## ASIA

Malaya	...	...	...	...	12.9
Hong Kong	...	...	...	...	9.4
India and Pakistan	...	...	...	...	1.9
Other Asia	...	...	...	...	1.9

UNITED KINGDOM	...	...	...	...	31.0
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AUSTRALIA AND NEW ZEALAND	...	...	...	...	5.3
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AFRICA	...	...	...	...	.3
--------	-----	-----	-----	-----	----

CANADA	...	...	...	...	.3
--------	-----	-----	-----	-----	----



*Non-Commonwealth Countries*

THAILAND	...	...	...	...	8.3
JAPAN	...	...	...	...	5.4
PHILIPPINE ISLANDS	...	...	...	...	3.1
CHINA AND FORMOSA	...	...	...	...	2.0
OTHER ASIA	...	...	...	...	1.8
INDONESIA	...	...	...	...	1.1
INDO-CHINA	...	...	...	...	.7
EUROPE					
Other Europe	...	...	...	...	4.7
Netherlands	...	...	...	...	2.6
Germany	...	...	...	...	1.2
AMERICA					
U.S.A.	...	...	...	...	6.1
					<hr/> 100.0 <hr/>

## PERCENTAGE OF VALUE OF PRINCIPAL EXPORTS BY COUNTRY OF DESTINATION

<i>Rubber</i>		per cent	<i>Copra</i>		per cent
Singapore	...	38.3	Germany	...	23.9
United Kingdom	...	37.9	Holland	...	23.8
Hong Kong	...	7.5	Italy	...	17.6
U.S.A.	...	7.1	Singapore	...	12.2
Germany	...	5.0	Spain	...	6.5
Others	...	3.0	Jamaica	...	5.9
Italy	...	1.2	Sweden	...	4.9
			Denmark	...	4.4
			Others	...	.8
<i>Timber</i>		per cent	<i>Firewood</i>		per cent
Japan	...	26.3	Hong Kong	...	100.0
Hong Kong	...	26.0			
United Kingdom	...	20.6			
Australia	...	17.9	<i>Cutch</i>		per cent
South Africa	...	4.9	U.S.A.	...	72.3
Holland	...	1.3	Japan	...	19.5
U.S.A.	...	1.0	Norway	...	4.2
Singapore	...	.5	Denmark	...	1.5
Brunei	...	.5	Holland	...	1.3
East Africa	...	.5	United Kingdom	...	.7
Taiwan	...	.4	Germany	...	.3
Others	...	.1	Sweden	...	.2
<i>Estate Tobacco</i>		per cent	<i>Hemp</i>		per cent
United Kingdom	...	98.7	United Kingdom	...	75.0
Singapore	...	1.3	Sweden	...	8.5
			New Zealand	...	4.3
			France	...	4.1
			Germany	...	2.6
			U.S.A.	...	2.4
			Denmark	...	2.0
			Others	...	1.1



*Transit Trade*

It is estimated that the transit trade along the whole coast of the Colony during the year amounted to £70 million, about the same as for 1952.

*Importation of Essential Commodities*

The Government Supplies Department continued to be responsible for the importation of rice. The importation of flour reverted to commercial channels early in the year and towards the end of the year the importation of sugar from Commonwealth Countries was no longer restricted.



## 6

### *Production*

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#### LAND UTILISATION AND OWNERSHIP

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 Residencies of the West Coast and Labuan and Interior. The East Coast, apart from the centres of Sandakan, Tawau, Lahad Datu, Sempona and its islands, and the riverine villages of the Labuk and Kinabatangan, is largely uninhabited.

A table at Appendix VI gives details of the planted acreage 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 722 sq. miles, but will in due course be increased to approximately 3,000 sq. miles when the extensive timber concession areas on the East Coast are included. Native reserves amount to 43,862 acres, and reserves for other purposes, 10,750 acres. Concessions for oil and certain mineral rights cover the island of Labuan and 1,000 sq. miles of the mainland. Exploration for oil in the Klias Peninsula is at present being undertaken by the Shell Company of North Borneo.



The problem of shifting cultivation remains to be solved. Existing legislation provides sufficient powers to control this practice, but offences are not always easy to locate; and, more important, the age-long habits of a sizeable section of the population cannot be altered merely by prosecutions. There are three main types of shifting cultivation which militate against the conservation of the Colony's natural resources. These are the felling and burning of valuable virgin forest for cultivation, the cropping of land (particularly steep hillsides) with insufficient periods of fallow and the uncontrolled or deliberate burning of vegetation far in excess of the requirements of food cultivation. The extent of the destruction of virgin forest 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 burned and further damage is being caused elsewhere. The area visible from aerial photographs as current shifting cultivation, or recently abandoned patches associated with it, is 3,321 sq. miles or 11.3 *per cent.* of the Colony. This does not include old areas of shifting cultivation which have reverted to high forest of no commercial value. As compared with this, the area under permanent cultivation is estimated to be only 970 sq. miles.

At present under consideration is the question of whether the setting up of a Natural Resources Board with statutory powers would not be of benefit to the Colony in its present stage of development.

A modest scheme to settle 100 hill natives at Bingkor in the Keningau area over a period of 3 years is being financed from Colonial Development & Welfare Funds. A good start has been made. Forty families have already been settled, each of which has opened up and planted  $1\frac{1}{2}$  acres of wet-padi land. A scheme to settle hill natives in the Labuk Delta north of Sandakan was prepared during the year, and is under examination.

As the Chinese population increases, there are indications of a growing land hunger from this section of the community. It is satisfactory, therefore, to be able to report that good progress has been made with a scheme to settle, in the first instance, 100 Chinese families in the Ulu Kimanis area of the Papar District.



The new settlement will eventually be linked by the Bukit Manggis Road, now under construction, with Papar and the Railway.

The drawing up of soil maps is an essential preliminary to the planned agricultural development of the Colony. Maps are particularly required to show areas of rich agricultural soils such as the Andesite derivatives and the Danaus of the East Coast to enable a land utilisation programme to be drawn up for the proper economic development of new areas. Soil maps are also required of the Marudu Bay and Labuk areas in order that land suitable for new padi cultivation may be defined with accuracy. It is also important to know in which areas cultivation by mechanical methods is likely to meet with success.

A soil scientist, appointed in 1952 under a Colonial Development and Welfare Scheme, arrived in the Colony in June from New Zealand where he had received training in modern methods of soil survey, and began work in the Mostyn-Semporna Peninsula area on the East Coast. Soil maps are being compiled for these areas and thereafter attention will be turned to the Labuk area, north of Sandakan.

At the end of the year a second soil scientist was appointed and is expected to arrive early in 1954. His duties will be to carry out a special study of the areas suitable for the cultivation of rice — the staple diet of the inhabitants of the Colony. The problem of providing adequate food supplies is an urgent one throughout the Commonwealth, and Her Majesty's Government is devoting special attention to means of increasing production of rice wherever possible in order to narrow the margin towards self-sufficiency. This rice investigation scheme is being financed from special funds which have been made available by H.M. Treasury.

#### *Land Ownership*

The present Land Laws of the Colony of North Borneo are contained in the North Borneo Land Ordinance, 1930. The Labuan Ordinance of the Straits Settlements, which governed land matters in the Island of Labuan was repealed in February, 1953, by the Land (Unification and Amendment) Ordinance, 1953. There are two forms of tenure in the Colony; ordinary leasehold available to anybody and title by entry in the Register of Native



Titles confined to natives. It is the Government's policy to protect the interests of natives and, in pursuance of this policy, 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, 1930, 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 is prohibited. Land held by entry in the Register of Native Titles may, however, be sold to a non-native with the prior consent of the Resident.

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.

The area held under Native Title excluding native reserves is approximately 131,461 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, 1930, 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 545,915 acres. Of this area 281,450 acres are European-owned, and the balance of 264,465 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 land used for rubber, coconuts, rice or vegetable gardens.

No leases for Town or Country Lands are now granted for more than 99 years. Rent on land held under Native Title is 50 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 lands expressly alienated for wet rice cultivation, rebates are so arranged that, provided the land is planted, the rent per acre payable by the owner of the land is only 50 cents.

#### AGRICULTURE

There are indications of a growing interest on the part of both Natives and others in crops of all kinds and in improved agricultural methods. This was reflected in a record harvest of padi, a considerable increase in the demand for high quality rubber planting material, an enthusiastic response to schemes for agricultural resettlement and an increasingly eager demand for agricultural treatment of poultry against 'Ranikhet' disease.

The Central Agricultural Station at Tuaran is now almost fully developed and considerable quantities of improved economic planting material have been established for distribution.

#### *Rice*

The 1952-1953 padi crop proved to be the heaviest on record with a total estimated yield of 48,697 tons which is the equivalent of 30,188 tons of milled rice. This compares very favourably



with the figure of 21,509 tons of rice recorded for the 1951-52 Season.

The yield of wet padi amounted to 38,697 tons from 44,420 acres as compared with an estimated 43,398 acres in 1951-52, and that of dry padi to 10,000 tons from approximately 28,000 acres.

The 1953-54 season started unpropitiously with a long spell of dry weather shortly after the crop was planted. As a result growth was retarded in most districts, though a general recovery was noted following good September rains. At the close of the year crop prospects generally were fair, and on present information it is estimated that the 1953-54 harvest will approximate to 40,000 tons of padi.

The Government's Padi Purchase Scheme was continued throughout the year and, as was forecast in last year's report, purchases greatly exceeded the 1952 total and were in fact a record since the beginning of the scheme in 1949. In all 50,503 pikuls of padi were bought. This figure includes padi repaid to Government stores against loans made in 1952. Comparative figures of purchases since the scheme began are:—

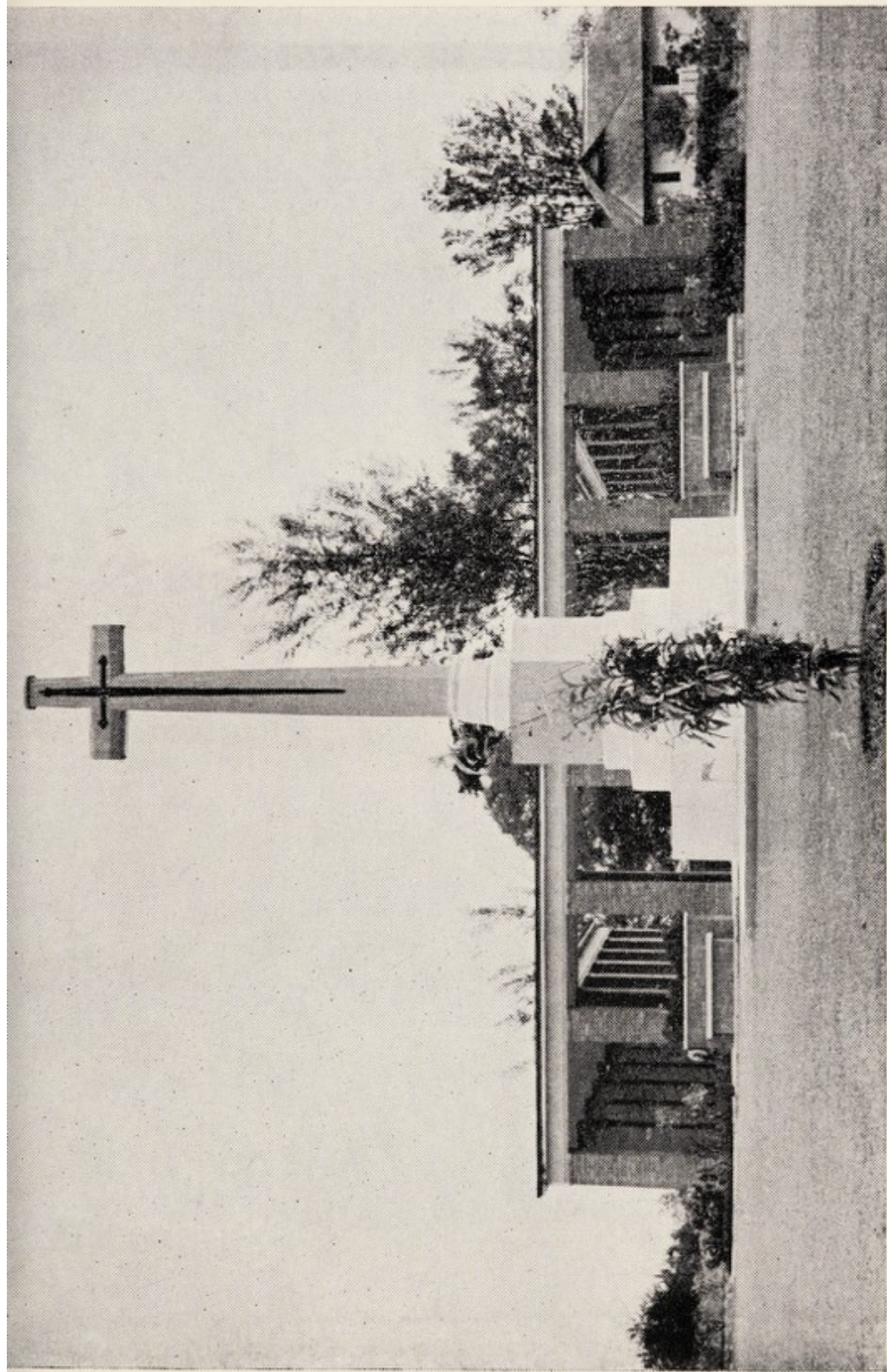
1949	...	...	...	38,192	pikuls
1950	...	...	...	45,924	„
1951	...	...	...	13,394	„
1952	...	...	...	8,316	„
1953	...	...	...	50,503	„

During the year 52,998 pikuls of padi were milled and the resultant rice was sold on the ration. It was still necessary to import some rice, though less than in 1952. In all, 9,550 tons were imported by the Government all of which came from Siam, except for comparatively small quantities from Indo-China and Italy (800 and 500 tons respectively). The rice ration scales continued unchanged at 24 lbs. per month for men, 16 lbs. for women and 12 lbs. for children, and in addition the temporary supplement of 25% first issued in 1952 was retained.

### *Rubber*

The prices for rubber remained low, and the effect was shown in a further decline in production. Whereas exports in 1951

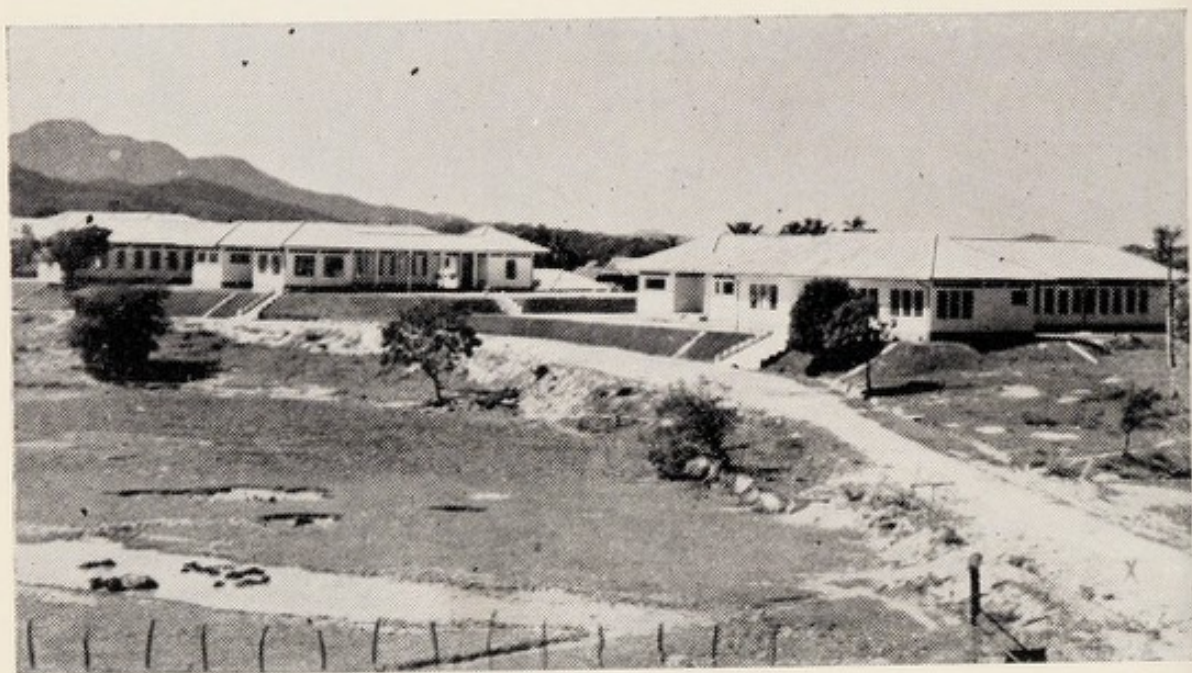




(R. Knowles)

Commemorating the Fallen—the Cross of Sacrifice at the Labuan War Graves Cemetery, unveiled by the Governor on 10th June.





*(Happy Photo Service)*

Kent College, Tuaran—opened by H.R.H. the Duchess of Kent in 1952 and now housing 89 teachers under training.



*(Tai Tong Studio)*

The new Kudat Rest House—a good type of timber building.



and 1952 were 21,698 tons and 19,093 tons respectively, in 1953 they were 16,844 tons, a drop of 2,249 tons. An increasing number of persons engaged in the industry have moved to other occupations and tapping has ceased on many uneconomic small-holdings planted with rubber over 25 years old.

The total planted acreage is estimated to be about 118,850 acres, of which 63,850 acres comprise estates of over 100 acres. It is computed 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 seedling material planted more than 20 years ago, production may be expected to drop at an increasing rate as plantations become senescent. In view of this serious situation, the Rubber Fund Board has under active consideration a scheme for a vigorous new planting and replanting programme to be financed by a cess levied on all rubber exported.

This Board, which was established in 1950 (Ordinance No. 16 of 1950) under the chairmanship of the Director of Agriculture, is representative of all rubber interests, both large and small, in the Colony. From its revenue, derived from a cess of one-quarter of a cent per pound on exported rubber, it continued to subscribe during 1953 to the Rubber Research Institute of Malaya, the Rubber Development Board and the British Rubber Producers Research Association.

The Board has its own rubber budwood nurseries and an isolated seed garden. The latter was considerably extended in 1953, and an earth road was constructed to provide access for motor vehicles. An encouraging sign has been the growing demand by smallholders for high-yielding planting material. During the year the Board was able to supply 81,903 clonal stumps and 857 yards of budwood. To meet outstanding orders and estimated requirements for 1954, 356,000 clonal seeds have been planted in the nurseries and, in addition, 2,000 trees have been budded with material of the new "600" series.

#### *Coconuts and Copra*

The area under coconuts in the Colony is approximately 45,600 acres. Exports during the year were 12,677 tons of copra, 13 tons of coconut oil and 845,300 nuts, of which the



total value was \$7.3 million as against almost \$5½ million in 1952 and \$8½ million in 1951. It is estimated that the equivalent of an additional 5,000 tons of copra was consumed locally in the form of fresh coconuts or coconut oil.

Rhinoceros beetle (*Oryctes rhinoceros*) and the Nettle Caterpillar (*Setora nitens*) were again reported from many districts, but no serious infestation or damage occurred.

### *Tobacco*

The export of high grade cigar wrapper-leaf tobacco, produced by the Darvel Tobacco Estate at Segama on the East Coast amounted in 1953 to 131,129 lbs., valued at \$622,607, as compared with 270,550 lbs. valued at \$2.1 million in the previous year. Serious damage to the 1952 crop caused by the flooding of the Segama River is the reason for the lower figure. The 1953 crop, which will be exported in 1954, is reported to be a good one.

Tobacco is also grown in considerable quantities as a native industry in the interior of the Colony, mainly in the misty and humid climate of the hill country from Bundu Tuhan to Ranau, around the lower slopes of Mount Kinabalu. It is estimated that about 1,000 acres are under cultivation. Both cut tobacco of fine and coarse varieties, and cigars are produced. Almost all of this produce has to be carried often many miles to market by the growers. During the year 11,750 lbs. of native tobacco valued at \$22,891 were exported as against 15,635 lbs. valued at \$36,679 in 1952.

It is thought that production might be considerably increased if more efficient methods could be introduced. At present, for instance, the leaves are shredded with a bamboo knife—a long and onerous process. A cheap and simple shredding machine has now been found, which it is hoped will prove suitable for general adoption.

### *Manila Hemp*

The cultivation of Manila hemp is mainly centred on the fertile volcanic soils of the Semporna peninsula on the East Coast, where the Colonial Development Corporation own estates with a planted acreage of 3,778. In addition, there are 130 acres owned by Chinese in the same area.



During the year 1,162 tons valued at \$1,576,874 were exported as against 365 tons valued at \$515,133 in 1952 and 150 tons valued at \$276,926 in 1951. The steadily increasing production shown by these figures can be attributed to good management and to a policy of strict inspection and control combined with the eradication of diseased plants. The Government Plant Inspector and his small trained staff continued to inspect estates and to exercise a general supervisory control over anti-disease measures. In addition, wide areas in the proximity of estates were inspected for the presence of diseased wild banana species which, when found, were eradicated.

### *Cocoa*

The cultivation of cocoa is still in the experimental stage and no large commercial planting is being encouraged until the behaviour of the crop under existing conditions of soil and rainfall is better known.

There are observation plots at various centres in all three Residencies and experimental plantings of a few acres each have been established at Tawau (on Table estates) and at the Central Experimental Station at Tuaran. Preliminary observations indicate that the climate and a wide variety of local soils are well suited to the cultivation of cocoa which matures rapidly under local conditions and appears to yield well. No important pests or diseases have been noted to date.

### *Sago*

The production of sago, which for many years has been centred in the Klias Peninsula on the West Coast, is now limited to local requirements as factories no longer find it economic to produce sago flour for export at current prices. During the year enquiries from Sandakan pig farmers gave hopes of an increased demand for the product as pig-food, but the high cost of transport to the East Coast and other factors have so far prevented the development of this market.

### *Pepper*

The revived interest shown in pepper cultivation in 1952 has continued in spite of reduced prices. Early in the year the import of planting material from Sarawak had to be prohibited because



of root disease there, and as a result rooted cuttings grown locally were selling at prices as high as \$2.50 each.

The planted acreage is still small and a recent survey revealed it to be not more than 20 acres. Plantings, however, are scattered over the East Coast, and it is likely that the cultivation of the crop would spread rapidly under the stimulus of attractive prices. On the West Coast a multiplication and experimental plot is maintained at the Central Agricultural Station and small plantations exist at Tuaran and Kudat. Farmers at Ranau are also showing a keen interest in the crop and have acquired planting material for trial.

Root disease was observed at the Central Agricultural Station during the latter part of the year when immediate steps were taken to destroy all infected material. No reports of disease were notified from elsewhere.

#### *Minor Crops*

Maize, groundnuts, soya beans and other pulses are produced in limited quantities in many districts, and, except in the case of soya beans, production is normally absorbed by local demand.

Maize is an important crop in the Labuk and Sugut districts of the East Coast, where production in 1953 amounted to 1,200 tons and also at Tenom, Kota Belud and Bandau on the West Coast where production was on a similar scale. Ground-nuts do well in the lighter soils of Tenom, Kota Belud, Bandau and the lower Kinabatangan. Soya beans, of which a considerable quantity was exported during the year, are being grown on an increasing scale by Chinese settlers in the Tenom Valley.

#### *Staff and Policy*

The staff of the Agricultural Department consists of a Director of Agriculture, one Senior Agricultural Officer, three Agricultural Officers, a Soil Scientist, a Plant Inspector, a Stock Development Officer, an Assistant Entomologist, three Senior Agricultural Assistants, twelve Agricultural Assistants (three vacancies remain to be filled) and fifteen Agricultural Subordinates. The Veterinary branch of the Department consists of a Veterinary Officer, an Assistant Veterinary Officer, one Veterinary Assistant (two vacancies remain to be filled) and five Stock Inspectors. In



addition there is a Junior Fisheries Officer responsible for the development of fresh water fisheries. Of the foregoing, the Soil Scientist, Veterinary Officer, Stock Development Officer, Veterinary Assistant, Junior Fisheries Officer and three Stock Inspectors are paid for from Colonial Development and Welfare Funds.

The principal aim of the Department is to make the Colony self-sufficient in basic foodstuffs and particularly in rice which is the staple diet of the population, to increase the production of well diversified economic crops, to conserve and increase the numbers of livestock, to improve local methods of cultivation, to control pests and disease both in 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 and Padi Experimental Stations*

Considerable progress has been made at the Central Agricultural Station, which is financed under a Colonial Development and Welfare Scheme. Buildings and access roads have been completed and a wide selection of economic crops established for trial and experiment. A considerable stock of fruit trees and other plants has also been built up for sale and distribution to farmers.

The Padi Station at Inanam, which also operates under a Colonial Development and Welfare Scheme, is devoted to experimental work on all problems of padi cultivation, including investigation into manurial requirements, water relationship, methods of cultivation and the trial and selection of new and local varieties of padi. As in previous years trials were laid down in different areas on rented plots with the co-operation of local farmers.

#### *Pests and Disease*

No serious outbreak of pest or disease occurred during the year. A small infestation of locusts in the Kudat area was controlled promptly and without difficulty. *Setora nitens* was reported as damaging coconuts in several areas, but the attack was on a small scale and the counter measures were effective. The catalogue of padi pests in all areas was a full one. Rats,



leafhoppers, stemborers and army cutworms took their annual toll but in no case was damage serious. New and more efficient methods of control are being sought and tried under the widely differing conditions which obtain in the Colony.

### *Agricultural Education*

There is a wide scope for agricultural education in the Colony, but the immediate aim of establishing a farm school has not yet been realised, principally due to staffing difficulties. In the meantime use continues to be made of the medium of the Vernacular schools. With the co-operation of the Education Department school gardens are encouraged and opportunities taken as they arise to give talks to pupils on agricultural subjects. School children and members of the general public are encouraged to visit experimental stations where modern methods of cultivation are demonstrated and explained. In addition regular courses of instruction for Agricultural Subordinates and others are conducted at the Central Experimental Station at Tuaran. The publication and distribution of pamphlets containing instruction on special subjects, such as the raising and management of fresh-water fish, the construction of fish ponds and the control of agricultural pests, have helped to meet the demand for information on these subjects.

### ANIMAL HUSBANDRY

The Veterinary branch of the Department is concerned principally with the conservation and increase of livestock in the Colony so that the insistent and growing local demand for fresh meat can be met and at the same time an export trade in animals with neighbouring territories developed.

In the middle of 1952 the unrestricted export of pigs was permitted for the first time since 1946 and at the end of the year the ban on the exportation of cattle was lifted to the extent of allowing buffaloes of six years of age or over to be freely exported. These are indications that the livestock situation is improving, at any rate as far as quantity is concerned. Exact figures are not available, but the indications are that numbers have considerably increased since the agricultural census was taken in 1950. The figures then shown were:— horses 2,270; cattle 11,540; buffaloes 53,150; goats 7,400; pigs 62,700.



At the same time efforts are being made to improve the quality by selection and importation of new stock, and by the improvement of pasture and systems of management.

During 1953 the Kota Belud Local Authority established an extensive cattle farm at Sorob consisting of an area of more than 6,000 acres of rough grazing land. By the end of the year a perimeter fence of barbed wire, 13 miles in length, had been erected together with  $12\frac{1}{2}$  miles of paddock fencing. Housing, stores, cattle corrals, crush pens and cattle grids on a suitable scale have also been completed. Stocking began towards the end of October and by the end of the year a herd of 80 selected animals had been received.

The objective of the cattle farm is to establish a large selected herd under careful management which will provide by increase and judicious culling a regular supply of meat on the hoof for sale to butchers.

At present grazing is rough and poor and is sufficient only to carry one beast to ten acres. By good management, and the establishment of improved pasture grasses, it is hoped to increase carrying capacity to the maximum obtainable under local conditions.

The Sorob Cattle Farm is a Local Authority enterprise started with the assistance of the Stock Development Officer as manager, under a Colonial Development and Welfare Scheme.

'Surra' a fatal disease endemic among ponies in North Borneo has been brought under control in two of the three main areas where ponies are kept. The third area, in the Tambunan district where the pony population is less than 200, is difficult of access but steps are being taken to ensure that every pony is examined and treated during 1954. It can be stated with a fair degree of confidence that 'surra' no longer exists in the West Coast Residency and that its eradication from the Tambunan area will be accomplished successfully during the next twelve months.

The principal cause of loss of condition in most forms of livestock in North Borneo is infestation by worms. Much attention has been given to this problem and plans are being formulated for an efficient service to effect eradication on the widest possible scale.



The most successful aspect of veterinary work has probably been in connection with the prophylactic treatment of Ranikhet disease of poultry. This disease has taken a huge toll of poultry every year since 1920 throughout the Colony, and poultry owners had come to regard it as an inevitable visitation against which there was no safeguard and no effective treatment. This passive attitude has altered radically within the last two years. The prophylactic treatment of the disease with Ranikhet vaccine, at first regarded with hostility and later with doubting interest, has at last been accepted with enthusiasm. In 1951 31,000 birds were treated, in 1952 the figure had increased to 90,000 and in 1953 168,000 inoculations were insufficient to meet the demand. It is not possible to estimate or appreciate the benefit to the community of this service but there is little doubt that there has been a significant increase in the poultry population.

Another service afforded to poultry owners has been caponisation by means of Stilboestrol injection. Demonstrations of this method have led to a considerable number of orders for implements and Stilboestrol by individual owners and it is interesting to observe that the surgical method, hitherto conducted by Chinese specialists, is now steadily losing favour.

Pig keeping which is an extensive industry, particularly in the Sandakan, Tawau and Kudat areas, continues to make steady headway. Standards of management and feeding have greatly improved and there has been a demand for pure-bred stock for breeding. Towards the end of the year plans were maturing for a regular export of pigs from Sandakan to Hong Kong. Disease among pigs was fortunately rare, though a number of cases of imperforate anus were observed among crossbred animals in Kudat.

Other work has included field trials in connection with tick control and the branding of cattle. Spraying with Hexachlorobenzene proved effective in the case of ticks, and supplies of this together with sprayers are now maintained at cattle centres. With regard to cattle branding, attempts have been made to initiate the native into the use of Barium sulphide branding fluid, but with inconclusive results. An effective branding method is much needed in the Colony, where disputes over the ownership



of cattle and especially buffalo, are a commonplace. Fire-branding as practised hitherto has for a number of reasons been rejected as unsuitable.

### *Research and Laboratory Work*

Although lack of staff limited investigational work, a considerable number of rat tests, faecal examinations and blood tests of cattle, buffaloes and ponies were carried out to determine infections of surra, helminths and other diseases. Agglutination tests with stained "Pullorum" antigen were also conducted with poultry. Generally speaking the results of these tests have indicated that there is a remarkable freedom from infection by the more serious diseases experienced elsewhere in the tropics.

### DRAINAGE AND IRRIGATION

Considerable progress was made by this branch of the Public Works Department, despite the continuing handicap of a shortage of technical staff.

Work continued on the Drainage and Irrigation Scheme at Papar, which was approved in 1952, and is being financed from Colonial Development and Welfare Funds. Following the completion in 1952 of bunds and flood control works to prevent the salt water flooding of 750 acres of rice fields near the coast, work was concentrated on the four and a half mile diversion channel for the Benoni River. By the end of the year, this channel had been almost completed. Its effect will be to render safe from flooding a considerable area of particularly fertile land. On the irrigation side, preliminary work was started on the pumping station and the necessary equipment is on order.

In the Klias Peninsula, good progress was made with another Colonial Development and Welfare Scheme, designed to reclaim 2,500 acres of land for agricultural purposes which will at the same time, alleviate the flooding of the railway near Limbawang. This work began in May, and should be completed early in 1954. This represents the first part of a scheme, the second part of which consists of reclaiming a further 10,000 acres. This development was to be undertaken only after the success or otherwise of the first project had been gauged. This is now assured and the scheme for the second stage has accordingly been prepared.



At Bingkor in the Keningau District an irrigation channel designed to serve 2,000 acres of potential rice land, was provided for the Binaong Settlement Scheme, under which it is planned over a period of three years to resettle 100 families of hill natives, formerly engaged in shifting cultivation practices.

A Colonial Development and Welfare Scheme for the reclamation of 1,900 acres of rice land, and the irrigation of 4,750 acres in the Tuaran District at a total capital cost of \$650,000 was approved at the end of the year.

#### FORESTS

##### *General*

The year has been one of limited development following the granting of concessions to four major timber concerns in 1952, in addition to the British Borneo Timber Co., Ltd. Delays in the delivery of equipment impeded the rate of development, and production was not as high as had been hoped. There was, nevertheless, a substantial increase in forest revenue. The British Borneo Timber Co., Ltd., have proceeded with their mechanisation policy and have in one of their blocks increased the gauge of their logging railway and the weight of the rails, to permit the use of heavier locomotives and trucks. In their other block, where road extraction is employed, the arrival of stone-crushing equipment and heavy tractors has resulted in improved roads and a more rapid rate of timber extraction. The North Borneo Timbers Ltd., and the Bombay Burmah Trading Corporation Ltd. have similarly consolidated their position with the use of additional heavy equipment and Kennedy Bay Timber Company, the only Company not "on the ground" at the time the agreements were signed, constructed several miles of road and were able to make a few shipments of timber before the end of the year. One Company which signed an agreement subsequently decided not to proceed with the project and has relinquished all claims to the area selected.

##### *The Forest Estate*

The total area of declared Forest Reserves was reduced by 6.8 square miles to approximately 722 square miles which is less than 3 *per cent* of the area of the Colony. The reserve proposals mentioned last year have remained in abeyance, pending the



enactment of new legislation which it is hoped will be introduced early in 1954. As was pointed out in 1952, the timber concession areas are being worked on a sustained yield basis, and it has been accepted that they will be constituted reserves. It can therefore be claimed that 3,000 square miles, representing 10 *per cent* of the Colony, is already earmarked as Forest Reserve. The addition of further areas is under consideration.

Additional information on the proportion of forest types by area has now been obtained from a scrutiny of air-photographs taken over the last few years. These types with the approximate area of each are:—

	Area	Proportion of whole Colony
(1) Inland dipterocarp forest with commercial possibilities ...	7,876 square miles	25.8 <i>per cent</i>
(2) As above but topography too rough for commercial working under present conditions ...	8,218 square miles	28.1 <i>per cent</i>
(3) Dipterocarp forest of doubtful immediate value because of selective logging in the past or for other reasons ...	2,145 square miles	7.3 <i>per cent</i>
(4) Poor virgin forest, mainly montane ...	1,499 square miles	5.1 <i>per cent</i>
(5) <i>Belukar</i> , poorly stocked swamp forests, etc. ...	2,616 square miles	8.9 <i>per cent</i>
(6) Fresh water swamp with commercial possibilities ...	235 square miles	0.8 <i>per cent</i>
TOTAL INLAND FOREST ...	22,589 square miles	77.0 <i>per cent</i>
<hr/>		
(7) Mangrove forest ...	1,058 square miles	3.6 <i>per cent</i>

The forest policy of the Colony follows the principle 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 and the proper use of all the Colony's resources, and to manage it on a sustained yield basis relying on natural regeneration assisted by silviculture. The Standard Timber Agreement signed by the



large timber companies, with the exception of the British Borneo Timber Company, provides for an estimated felling cycle of 80 years. The concession areas vary from approximately 300-550 square miles. In the case of the British Borneo Timber Company, the concession area is 1,000 square miles, and a more rapid rate of exploitation is involved. Other timber licences are issued for one year at a time only, but, except when the operations are of a minor nature, sufficient areas are set aside to ensure that there can be continuity of working for from 15 to 20 years.

*Conservation and Improvement of Forest Lands.*

The problem of shifting cultivation has already been mentioned on page 44.

During 1953, 6,500 acres of forest in Sapagaya Forest Reserve, 3,266 acres in the Kretam concession area and 1,300 acres in the Batu Mapan Forest Reserve (part of the Bombay Burmah Trading Corporation Ltd.'s concession) received silvicultural treatment. The total of 11,066 acres (5,215 acres in 1952) is a much greater area than has been completed in any previous year, and, it is interesting to note, is not far short of the approved annual coupe of about 14,000 acres. The object of these operations is to assist the young growth of desirable timber species, by cutting climbers and poison girdling (with sodium arsenite) those species which do not produce commercial timbers but are shading and suppressing the young crop.

*Utilisation*

The trend towards mechanisation by the larger timber contractors continued. Logging railways were widened and made suitable for heavier and faster traffic; road making equipment, including graders and stone crushers, accelerated construction; more tractors and other forms of log transporting vehicles arrived; and cranes were used for loading and stacking logs. One Company worked part of its area by the High Lead System.

Fifty-nine sawmills were in operation during 1953 and several others were completed or in course of construction. The rules governing the grant of annual licences require the licence-holder to establish a sawmill and convert not less than 30 *per cent* of his log production. A further increase in the numbers of small mills can thus be expected. The British Borneo Timber Com-



pany's new mill at Sandakan is nearly ready and should begin operation early in 1954. But for further delays over the delivery of the power house machinery, it would have been in action in 1953. The Bombay Burmah Trading Corporation Ltd. have begun the erection of their power house (held in Rangoon for several years) and the construction of the mill itself will start in 1954. Details of the sawmills in North Borneo are as follows:—

Ownership	No. of Mills	ANNUAL PRODUCTION CUBIC FEET		Recovery per cent
		intake (logs)	Outturn (sawn)	
Chinese	... 44	1,323,284	799,648	60
Native	... 6	85,660	47,005	55
European	... 9	2,455,931	1,212,727	49
TOTAL	... 59	3,864,875	2,059,380	53

#### *Production and Trade*

All the important timbers of the country are, with two exceptions, members of one family — the Dipterocarpaceae. Of these the most abundant and commonly used both locally and for export are red seraya (*Shorea* spp.), white seraya (*Parashorea malaanonan*), kapur (*Dryobalanops* spp.) and keruing (*Dipterocapus* spp.). Bilian (*Eusideroxylon zwageri* T & B) and merbau (*Insia* spp.) are the two important non-dipterocarp species and, with selangan batu (*Shorea* spp. and *Hopea* spp.) are the main sources of the durable hardwood timbers of North Borneo. Supplies of fuel (firewood and charcoal) are obtained from the mangrove swamp forests in which *bakau* and *bangkita* (*Rhizophora* spp.), *tengar* (*Ceriops* sp.) and *beus* (*Bruguiera* sp.) are the most important constituents.

Towards the end of 1952 and in the early part of 1953 more than usually wet weather on the East Coast retarded extraction and the result was a marked fall in production during the first few months of 1953, from which the trade did not recover until towards the middle of the year. By the last quarter the monthly outturn was more than a million cubic feet (1.4 million in November). There was a keen demand for logs for export and the emergence of Japan, (which nearly tripled its 1952 imports)



as one of the principal buyers of North Borneo timbers, was a noticeable feature. Exports as a whole were over 60 *per cent* above the 1952 volumes but average prices were lower.

EXPORTS OF TIMBER FROM NORTH BORNEO

*Comparative values by Destinations for 1952 and 1953*

Destination	Volume		Value	
	1952	1953	1952	1953
	cu. ft.	cu. ft.	\$	\$
United Kingdom ...	1,008,107	1,270,069	3,659,197	4,708,806
Hong Kong ...	1,005,916	1,516,417	1,497,658	1,721,306
Australia ...	398,860	928,244	832,321	1,831,749
Japan ...	478,982	1,357,960	787,797	2,641,962
South Africa ...	366,575	373,850	799,142	766,774
U.S.A ...	—	51,377	—	89,436
Holland ...	68,358	70,852	223,220	237,649
Others * ...	149,087	128,477	377,703	199,899
<b>TOTAL ...</b>	<b>3,475,885</b>	<b>5,697,246</b>	<b>8,177,038</b>	<b>12,197,581</b>

Average price per cubic foot ... \$2.35 \$2.14

*Note.*—All volumes in cu. ft. quarter girth round measurement.

\* Includes Brunei, Malaya, Philippines, Singapore, Ship Use, South Arabia and Taiwan.

There was a marked decrease in the production both of firewood and charcoal due to reduced exports to Hong Kong, where competition from kerosene is becoming increasingly felt. During the first half of the year 7,751 pikuls of charcoal were exported to Korea but this trade ceased in April, 1953, and is not likely to revive.

The production of cutch increased by nearly 1,000 tons to 100,767 cwts. with a value of \$2,357,627 against 81,207 cwts. with a value of \$1,798,719 in 1952. As 72 *per cent* of this went to the U.S.A. it was an important dollar earner. The production of birds' nests was about 39 pikuls less than in 1952. The total value of all forest minor produce exported in 1953 was \$5,479,180.



## PRODUCTION OF FOREST PRODUCE

Commodity	1952	1953
Timber (total logs and sawn) ...	7,679,414	10,216,308 cu. ft.
Sawn (Sawmill outturn) (True volume) ...	1,546,126	2,044,927 „ „
Firewood ...	2,436,800	2,144,249 pikuls
Charcoal ...	64,710	34,357 „
Cutch ...	4,060	5,038 tons
Birds Nests ...	346	307 pikuls

## EXPORTS OF FOREST PRODUCE

Commodity	1952		1953	
	Quantity	Value	Quantity	Value
Timber (Total logs and sawn (in cu. ft.) ...	3,475,886	8,177,038	5,697,245	12,197,581 *
Sawn only (in cu. ft.) †	656,884	1,569,759	1,041,036	2,354,584 *
Firewood (pikuls) ...	1,548,989	3,110,107	903,958	1,049,391
Charcoal (pikuls) ...	19,521	142,621	14,380	63,836
Cutch (tons) ...	4,025	1,798,719	4,941	2,357,627 *
Damar (tons) ...	752	169,369	829	277,568
Birds' Nests (pikuls) ...	346	200,115	280	134,393
Other Minor Forest Produce (tons) ...	1,047	507,878	762	696,365

\* Quantity and Value are Forest Department figures.

† Volumes of Sawn timber is given in "round equivalent" and is double the actual volume.

*Staff, Education and Miscellaneous*

For purposes of forest administration the Colony is divided into two forest divisions, the East Coast and the West Coast with headquarters respectively at Sandakan which is under a Senior Assistant Conservator of Forests and at Jesselton under an Assistant Conservator. There are altogether five forest districts—Tawau, Lahad Datu and Sandakan on the East Coast and Jesselton and Beaufort on the West Coast. The Forest Department has been strengthened by the arrival during the year of two Assistant Conservators. The headquarters of the Department is at Sandakan under the Conservator of Forests and includes a headquarters establishment, a Working Plans and Surveys Branch and a Research Branch, each under the charge of an Assistant Conservator, and a Timber Inspection and Grading Branch under a Junior Assistant Conservator of Forests.



In 1953 the staff consisted of the Conservator, one Senior Assistant Conservator, 4 Assistant Conservators, 3 Junior Assistant Conservators, one Head Ranger, 41 Forest Rangers of various grades, 147 Forest Guards and 35 launch crew. The Department is still below full strength particularly in Forest Rangers and Guards, but the position has considerably improved as compared with 1952.

In addition to the above, a Forestry Officer, a Draughtsman, 5 Forest Rangers and one Forest Guard are paid for under Colonial Development and Welfare Schemes.

During 1953 six Forest Guards from North Borneo, selected from nine who had been given preliminary training, were sent to the Kepong Forest School in Malaya. They were all natives of the Colony who had had not more than local vernacular education and a few years service in the Department. Three of them passed and three of them failed in one or two subjects. Twelve junior officers were receiving preliminary training at the end of 1953 and four of them will be selected for the 1954 course.

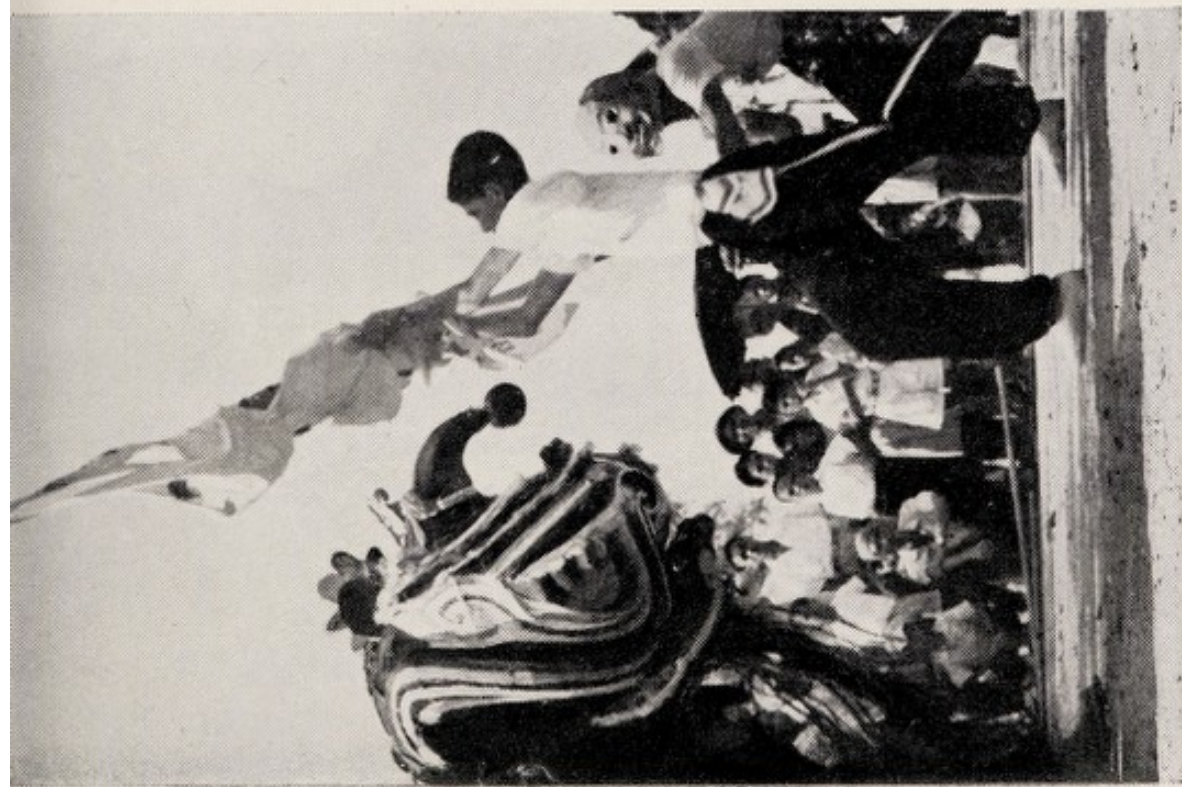
The Working Plans Branch carried out enumeration surveys in four forest areas and demarcated the Eastern boundary of concession Block No. 1. A total of 385 miles of rentis were cut and 1,238 acres enumerated, covering a total area of 845.6 square miles of forest. In August the vacant post of draughtsman was filled and work began on the preparation of maps from aerial photographs. Volume tables prepared by the Working Plans Officer from measurements of 6,351 felled trees were prepared and printed.

The Research Officer with a small junior staff was engaged in the collection of botanical specimens, spot identification of trees and timbers, the despatch of specimens to associated herbaria and instruction in the field to newly joined staff or Kepong candidates. The arboratum and experimental plantations were extended.

The Timber Branch graded or inspected 3,241,231 cubic feet of timber for export.

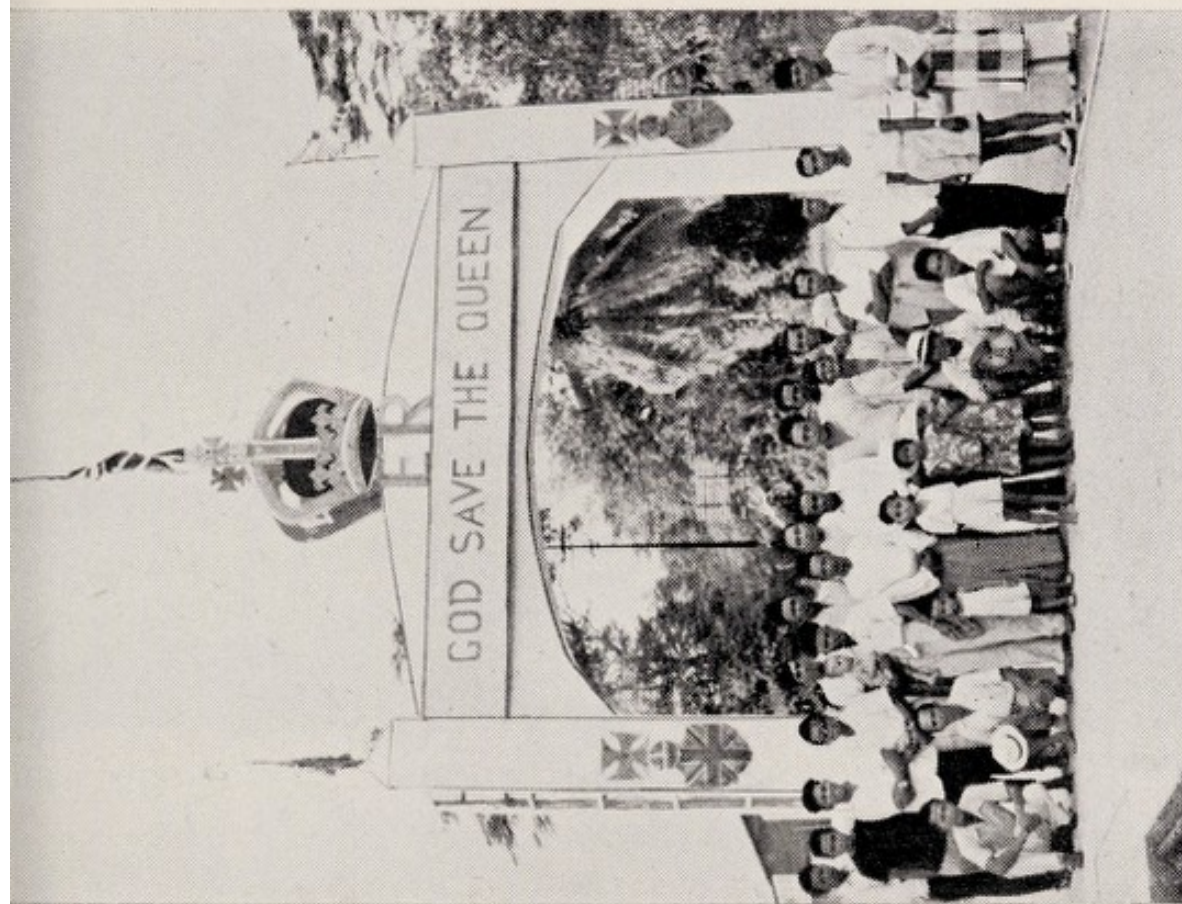
In November the Department was represented at the Eighth Pacific Science Congress at Manila by the Senior Assistant Conservator of Forests.





(Mei Hwa Studio)

Coronation Celebrations—Chinese lion dance.



(Mei Hwa Studio)

Coronation Celebrations — one of Jesselton's Commemorative Arches.





*(Mei Hwa Studio)*

Sunny smiles—there are 204 Girl Guides and Brownies in the Colony.



*(Happy Photo Service)*

Bridge-building—the Scout movement has recently made rapid strides and now has a total strength of 637.



## FISHERIES

Following the decision taken in 1952 that the Colony could not support a separate Fisheries Department, it was closed early in 1953.

Fish forms a staple food for many of the Colony's inhabitants, and the 1951 Census revealed that fishing is the principal occupation of 4,991 persons. During the year 6,428 fishing boats were licensed and licences were issued for 3,780 fishing traps, nets and lines. A new departure is the increasing popularity of outboard engines. In Jesselton, for example, 48 out of 185 boats now use this form of propulsion. There is no deep-sea fishing in the accepted sense. The main sources of supply are the relatively shallow coastal waters, and on the East Coast, the estuaries of the greater rivers, particularly the Labuk and the Kinabatangan. At certain seasons of the year, large shoals of pelagic fish arrive in the waters off Sipitang in the Brunei Bay area, and are caught by hand line in great numbers. Branches of trees are sunk in suitable places as far as 6 miles from the coast. These provide shelter for the bait fish which are, in turn, followed by the pelagic fish, principally *Bonito*, *Barracuda* and *Tenggiri*. Of special interest on the East Coast are prawns, turtles and seed-pearl oysters. The prawn fisheries in the Labuk estuary are the most highly organised native fishing industry in the Colony. The number of nets is controlled, 354 nets having been licensed for fixed sites in 1953. Turtle fishing is practised under licence in the Darvel Bay area by the Cocos Island settlers. In the Labuk district, seed-pearl oysters are collected in shallow water and loaded into baskets. Women open the shells, cook the part containing the pearls, which are then separated by rinsing. The pearls are exported.

Fishing methods used are varied and numerous, and although they may appear crude to the Western eye, their simple ingenuity is peculiarly suited to the local conditions. In waters of wading depth the native fishermen use throwing nets and rotan basket-like traps. The long net (*pukat*) is used at low tide near river mouths and on beaches. In slightly deeper water, stake traps which may last several years, are constructed from local forest produce, although mesh wire is becoming increasingly sought after. In deeper water still, hook and line are used. Chinese fishermen



rely entirely on drift nets operated in deep water from junks or sampans of various sizes.

The fishing industry is not, on the whole, well organised. As a general rule, it can be said that fishermen are independent where they fish for their own consumption, or for a limited market, but in the larger urban areas where there are big markets, the industry is more often than not controlled and financed by the middlemen, who supply the boats and gear. Only at Tawau on the East Coast are there any adequately capitalised companies operating fleets of junks. Here fishing is carried out in relatively deep water, and the catches are salted or frozen and exported. At Tawau also exists the only plant producing ice for the industry.

Prices in the local markets vary considerably according to the demand, the nature of the fish and on whether the catch is sold direct by the fishermen or through fishmongers. The lowest retail price during the year by middlemen in the larger markets was 40 cents a kati for third class fish in the Kudat market, and the maximum price recorded was \$1.40 a kati for first class fish in the Jesselton market.

The culture of fresh-water fish was greatly expanded during the year under a Colonial Development and Welfare Scheme, which is being administered by the Agricultural Department. Prior to 1948 there were only 4 fresh water fish ponds in the Colony and these were confined to the raising of carp. Between 1948 and 1952, 11 new ponds were established and 3 additional species *Tilapia mossambica*, *Trichogaster pictoris* and *Osphronemus goramy*, were introduced. Of these *Tilapia mossambica*, which is both hardy and prolific, has proved especially satisfactory. A further 62 ponds were constructed in 1953, of which the great majority were in the Interior where they are most needed, and 3,074 *Tilapia*, 155 *Sepat Siam* and 60 *goramy* were distributed during the year to fish pond owners. The transport of fry to distant areas has been greatly facilitated by the internal airways service, which permits rapid transit with a minimum of loss.

This expansion has not been achieved without difficulty, and considerable persuasion was required to overcome the fears and



prejudices of those whom it was desired to help. Muslim farmers, for instance, were at first reluctant to co-operate on the grounds that their ponds might be contaminated by pigs; and the Dusuns of the Interior hesitated to construct ponds in suitable areas from fear of disturbing the evil spirits believed to dwell in swamps. Such is the enthusiasm that has now been raised, however, that individuals are sometimes prepared to offer a day's work on someone else's new pond in exchange for 5 or 6 fingerlings for stocking their own pond. In one or two cases also, padi farmers have had to be deterred from converting valuable rice land into fish ponds.

Attempts to introduce *Sepat Siam* into padi fields in Beluran, Inanam and Keningau have all failed because of the difficulty of effecting water control under primitive irrigation systems. More recently experiments have been made in Papar in two fields of 200 acres and 50 acres respectively where irrigation is carefully controlled. The results of these experiments will be examined after the 1954 padi harvest.



## *Social Services*

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### EDUCATION

#### *Literacy*

ON the basis of a definition of literacy as ability to read and write a simple letter, the 1951 census revealed that 117 per thousand of the total population and 170 per thousand of the population of 15 years and over were literate. A table showing the literacy rate per mille of the total population of indigenous and Chinese communities by Residencies is at Appendix VII.

The post-war years have been characterised by a strong demand among all communities for primary education. This is due both to an awakening interest in and appreciation of the benefits of education and also to greatly improved economic conditions. While ability to read and write is growing steadily, literacy among the natives of the country is still low in comparison with that of the total population and of the Chinese community. Analysis shows that literacy is greater where the concentrations of population are greatest and is almost confined to those areas where communications are good. In providing new schools the Education Department naturally is forced to use its slender resources to supply schools and teachers where the population is comparatively thick and it is thus far easier to provide them in places like Labuan or Tuaran, for example, than along the Kinabatangan River where the density of population is only 1.5 per square mile, so that the trend of higher literacy rates and better education in the more populous areas will inevitably continue for some years to come. Among the Chinese, 303 per thousand of all ages were literate while the corresponding figure for the indigenous community was 55 and for others—i.e. Indians, Indonesians, natives of the Philippines, etc. it was 202 per thousand. Similarly the ratio of females to males among those literate was shown to be much better among the Chinese, in which community,



in all ages, 411 males and 166 females per thousand were literate, whereas among the indigenous population the corresponding figures were 101 males and 9 females per thousand.

The census also indicated a very marked increase in literacy in the lower age-groups, a trend which accords with the greatly increased facilities for schooling in the last few years. Among the indigenous communities, there is shown to be very much room for educational facilities to expand, for in the most literate age-groups only 206 males per thousand (in the 20-24 age group) and 22 females per thousand (in the 15-29 age group) were literate, while the efforts of the Chinese community both in providing Chinese education in communal schools and in taking advantage of the English education offered by Mission schools is well illustrated by the literacy and age tables which show figures ranging from 737 literates per thousand for males in the 25-29 age group to 394 literates per thousand in the age group of 55 and over, and from 418 per thousand for females in the 15-19 age group to 74 per thousand in the age group of 55 and over.

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 233 (228 in 1952) with a total enrolment of 24,105 pupils, as compared with 22,991 in 1952, made up as follows:—

Pupils				Enrolment
European	...	...	...	178
Dusun	...	...	...	3,385
Murut	...	...	...	469
Bajau	...	...	...	758
Other Indigenous	...	...	...	2,617
Chinese	...	...	...	15,885
Others	...	...	...	813
				<hr/>
				24,105
				<hr/>



Of this total 16,879 were boys and 7,226 girls. A full analysis of pupils by race is given at part A of Appendix VIII and figures showing the growth of education since 1946 and the proportion of boys to girls are at parts B and C respectively of the same Appendix.

According to the 1951 census, the total population of the Colony was 334,141 persons of whom 243,009 were indigenous people and 74,374 Chinese. The total number within the age group 5 to 14 years was 83,072. While a small proportion of the children attending school were aged 15 or over there were, therefore, approximately 55,000 indigenous children and 3,500 Chinese children *not* attending school. These figures are sufficient to indicate the magnitude of the task which still remains before universal education can be accomplished.

#### *Staff*

The administrative and supervisory staff of the department consisted of the following Officers:—

The Director of Education

A Senior Education Officer

Two Education Officers who are also Inspectors of Schools (The junior officer was appointed in August, 1953)

A Woman Education Officer

Two Supervisors of Chinese Schools

Three Supervisors of Vernacular Schools

The Woman Education Officer, in addition to routine duties, advised generally on matters pertaining to the education of girls and in particular on domestic subjects, health training and on the training of women teachers.

The Supervisors visited schools as often as possible in accordance with approved itineraries. Copies of their reports were sent to the District Officer and head teachers concerned as well as to the Education Department. Whilst their reports included such routine details as time-tables, the school garden, handwork, equipment, repairs, etc., their chief task was to help the teachers to give better lessons and to keep them in touch with new developments.



The Education Ordinance, 1947, (amended in 1950) defines the various types of schools, makes provision for the establishment and constitution of an Advisory Committee for Education, and provides for the registration of teachers and the registration, inspection and control of schools. All schools and teachers are registered under this Ordinance.

The number of registered teachers is shown in Section D of Appendix VIII. The average total number of teachers actually employed was:—

Government Schools	...	...	188
Mission Schools	...	...	315
Chinese Schools	...	...	303
Others	...	...	21
			<hr/>
			827
			<hr/>

This was an increase of 42 over the total for 1952.

### *Finance*

During the year the revised estimated expenditure on personal emoluments, other charges annually recurrent and special expenditure (mainly Building Grants to grant-aided schools) amounted to approximately \$653,000. This was about \$1.96 (4s. 7d.) per head of population or 4% of the Colony's total revised estimate of normal expenditure.

Other estimated expenditure on Educational services included the sum of \$167,200 for the construction of schools and ancillary buildings and \$17,500 in connection with the provision of teachers for the Kota Belud Local Authority. In addition financial assistance totalling \$283,981 was provided under the Colonial Development and Welfare Schemes for Kent College and the Trade School.

### *Primary Education*

The schools of the Colony, at the great majority of which primary education only is given, fall into five main categories:—

- (1) Government schools
- (2) Local Authority and native village schools



- (3) Mission schools, some of which are aided by Government grants
- (4) Chinese schools, chiefly maintained by local Chinese communities
- (5) Estate schools, provided by estates for the children of their employees.

#### *Government Primary Schools*

There were 68 Government primary schools functioning during the year with an enrolment of 3,942 boys and 679 girls. They consisted of 65 schools for native children with Malay as the language of instruction, one Chinese school originally established in 1916 to serve the Shantung Chinese settlement near Jesselton, one English school in Labuan and a small English school at Jesselton catering for children whose mother-tongue is English or whose English is of a sufficiently high standard. With the exception of the English school at Jesselton, no fees are charged.

New school buildings together with teachers' quarters, were constructed on the islands of Balek-Balek and Selawa, situated respectively off the north and east coasts of the Colony, and at Kiulu, a populous area on the upper reaches of the Tuaran River. Elsewhere, teachers' quarters were provided for three existing schools and extensions to two other school buildings were started. An interesting feature has been the eagerness of the people to help themselves, particularly in the remoter areas, by volunteering their labour for site formation work and portorage of materials; and the skilled work in erecting the school at Balek-Balek was carried out by a former pupil of the Government Trade School. In a different class from the village school buildings is a new primary school, with 5 class-rooms, built in permanent materials at Jesselton, the construction of which had been almost completed by the end of the year.

It is the policy that all schools should, wherever possible, have a school garden. To encourage and stimulate vegetable growing a shield is awarded in each Residency for the best-kept garden. The gardens are periodically inspected by officers of the Agricultural Department, who give practical advice and help, and it is on their findings that the awards are made. This competition



draws attention to the wide range of vegetables available, to correct cropping methods and to the need for compost-making and protection from soil erosion.

#### *Local Authority and Native Voluntary Schools*

There were three Local Authority schools, all in the Kota Belud Local Authority area. The education sub-committee of the Authority was responsible for the schools which had an enrolment of 140 boys and 15 girls, and were staffed by six teachers seconded from the Government teaching service. The Local Authority has displayed considerable initiative in the field of education, and during the year it constructed three new schools and five teachers' quarters. Materials were paid for partly from central and partly from local funds, but labour in each case was volunteered by the inhabitants of the school area. A lively interest was taken in the building of the schools. The standard of workmanship was a little disappointing owing to lack of skilled labour, but this has aroused a determination to do better next time.

The education sub-committee gave particular attention to the problem of pupil wastage. The parent or guardian of each new pupil seeking admission to a school was interviewed by a member of the committee, who emphasized the importance of keeping the child at school for a full primary course. During the year school concerts were held monthly. They were well attended and the proceeds either went to charity or were used for school sports.

At the end of September there were four voluntary native village schools, with a total enrolment of 130 pupils, but by the end of the year the number had increased to eight. These schools represent another example of self-help, as they were built by the local people themselves, with the approval of the Education Department, to provide some primary education in Malay in areas where no Government school existed. Half the cost of the teachers' salaries was paid by the Education Department, which also supplied equipment and books on loan and gave assistance towards the cost of furniture. The buildings are simple, and the standard of education is lower than in the Government or Local Authority schools.



*Mission Schools*

The principal missionary societies conducting educational work in the territory are the St. Joseph's Foreign Missionary Society, Mill Hill, (Roman Catholic), the Society for the Propagation of the Gospel (Anglican), the Borneo-Basel Self-Established Church (often known as the Basel Mission) and the North Borneo Mission of the Seventh-day Adventists. The number of Mission schools, both aided and unaided, during the year was as follows:

Mission			Aided Schools	Unaided	Total Enrolment
Roman Catholic	...	...	33	7	5,985
S.P.G.	...	...	7	2	1,559
Basel	...	...	8	6	1,429
S.D.A.	...	...	—	5	194
Total			48	20	9,167

Forty-six of these schools had primary English classes with an enrolment of 4,179 boys and 1,736 girls. Three types of children are catered for in these classes, those whose whole education has been in English, those who have completed a four or six years course in a Chinese primary school and a few who have completed a course in a Malay school. As a result there are wide age ranges and levels of attainment. To determine how best to deal with the situation, experiments were made with Remove classes at various levels. A small proportion of the teaching is in a vernacular language, either Chinese (8 of the schools have Chinese sections) or Dusun, but it is the Missions' policy to introduce English at as early a stage as possible.

At a number of the Roman Catholic schools, simple boarding accommodation is provided for a limited number of pupils. A report received from two such schools catering for natives in the Interior, indicates that the balanced diet and regular life results in a marked improvement both physical and mental in the pupils. Day pupils in these schools were reported to be little affected by the spasmodic migration of parents for work on rubber estates, but the migration by parents to the towns for casual employment, taking their children aged 11 to 14 as domestic helps, grass cutters and water carriers, was reported as more serious.



In addition to the English schools there were 21 Mission schools conducted in Chinese. They resemble closely the private Chinese schools in giving a standard six years primary curriculum in Kuo-yu (Mandarin). Provision is usually made, however, for the teaching of English as a subject and for religious instruction.

### *Chinese Schools*

There were 81 Chinese schools open during the year, including one night school and 3 post-primary middle schools. The enrolment was 9,361, of whom 3,390 were girls. Of this total 8,979 pupils were receiving primary education as below:—

Primary I-IV	...	...	...	6,961
Primary V	...	...	...	1,085
Primary VI	...	...	...	933

Education in these schools follows closely the national pattern and is organised through the agency of school committees which raise money both by fees and public subscription. The standard of work varies considerably owing to the wide differences in the qualifications and experience of the teachers, very few of whom are trained. Some English is taught, but the limiting factor is too few teachers with an adequate knowledge of the language. Attempts to recruit better-qualified English-speaking teachers from outside the Colony have not met with much success on account of the relatively low salaries that can be offered by the Chinese schools in this Colony compared with those obtaining in Singapore and Hongkong. It is hoped, however, that in due course locally-trained teachers will be available to meet the demand. The presence in the Colony during the year of a physical training specialist did much to stimulate an interest in physical education, which is becoming increasingly popular in the Chinese schools.

### *Estate Schools*

There were six estate schools with a total enrolment of 495 pupils. These schools are 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. The schools are the responsibility of the various companies, but the Education Department provides assistance in the form of general guidance and at times in the recruitment of teachers.



*Secondary and Post-Primary Education*

With the single exception of one class in the Government English school at Labuan, all the English secondary education was in the hands of the Missions. There was one Mission secondary school, and 11 other Mission schools had secondary classes in addition to their primary classes. Chinese secondary education was conducted in 3 middle schools at which there were a total of 382 pupils. The total number of pupils receiving secondary education was 1,607 as compared with 1,038 in 1952, 650 in 1951 and 93 in 1947.

Secondary education continued to suffer from a dearth of teachers with suitable qualifications, training or experience. Because of staffing difficulties there are wide variations in the standards of the secondary schools, and in too many cases emphasis is on learning by rote. In order to make best use of the limited staff available the Anglican mission took the course of combining its boys and girls secondary classes in Sandakan and was planning to do the same in Jesselton as from January, 1954.

Since 1952 secondary schools have been required to provide a five year course leading to the Cambridge Overseas School Certificate Examination. In December 1953 thirty boys and one girl entered for this examination. Concurrently, the Cambridge Overseas Junior School Certificate Examination, which is due to be discontinued by the examiners, was conducted in the Colony for the last time. There were 38 boy and 18 girl candidates. Pupils in secondary schools at present are mostly Chinese, but every endeavour is being made to encourage and prepare children of other races in the Colony for secondary education also.

The Government Trade School continued to operate at Mengatal. An intake of 30 pupils in February had by the end of the year been reduced by wastage to 20. Plans to introduce a mechanics course in addition to the existing two-year carpentry course had to be abandoned on account of the delay experienced in obtaining the necessary tools.

Considerable importance is attached to practical work, and during the year some of the pupils, under the supervision of their Instructor, were engaged on the erection of a two class-room



extension to a Government primary school in the vicinity. Other practical work undertaken included the making of work-benches, mallets, marking gauges, stools, tables and the building of two 14-ft. boats. In the classroom the boys are taught drawing, arithmetic, simple geometry and English.

Eleven boys left the school in May after completing the full two-year course. Eight of them were gainfully employed as carpenters at the end of the year and two others were under training as carpentry instructors for schools. Those working as carpenters were loaned a set of essential tools.

The Colonial Development and Welfare Scheme under which the Trade School originated expired at the end of the year, and from then on the cost of running the school will be borne on Colony funds.

### *Training of Teachers*

A Teachers Training College (Kent College) is situated on the outskirts of the township of Tuaran, 21 miles from Jesselton. The buildings were opened by the Duchess of Kent in 1952, but it was not possible to recruit the full staff until May, 1953, after which rapid progress was made. At the end of 1953, 89 students (75 men and 14 women drawn from every important racial group in the Colony) were in residence. 65 of the students were following a normal two-year course of training as teachers and 24 a special one-year course for men, who before entry, had undergone a minimum of five years recent experience as unqualified teachers. As a result of the work at the College it is anticipated that in the spring of 1954, 42 teachers will enter or re-enter the teaching service of the Colony as trained teachers. At present the College has accommodation for 96 students, but consideration is being given to increasing it.

On the 27th November the Governor and Lady Hone attended a Drama Festival at the College and presented badges of office to students. Lady Hone also presented certificates and badges to successful Red Cross examination candidates. These ceremonies were followed by a play "The Legend of Kinabalu" which included dialogue, native dances and Chinese and local music.



*Higher and Adult Education*

Adult evening classes were available in English, Malay, shorthand, bookkeeping, typing and elementary science. The majority of the classes, which had a maximum enrolment of 179 were held in Jesselton, but plans were made to increase the number in Sandakan in 1954. In addition 362 students were receiving a basic education in Chinese at private night schools.

The Branches of the Red Cross Society and St. John Ambulance Association in the Colony provided valuable courses in home nursing and first aid. Staff training or instruction was also given by some Government departments and the larger commercial firms. At the Police Training School an intensive and specialised course in Malay was given to recruits to enable them readily to grasp written instructions and to write their own reports, and attention was also given to police routine and procedure and the teaching of English. A well patronised public library and reading room was maintained at the Information Office in Jesselton. In addition there were school libraries, still in need of considerable expansion, a library in the Education Department head office, largely professional in character, and small lending libraries in social clubs.

North Borneo is represented jointly with Sarawak on the Council of the University of Malaya by the Directors of Education of the two territories who hold office in alternate years.

*External Aid*

Education in the Colony received considerable assistance from external sources. The entire capital expenditure on Kent College and the Trade School at Menggatal, together with the whole of the recurrent expenditure at the Trade School was paid for from Colonial Development and Welfare Funds. The Technical Co-operation Plan for South and South-East Asia (Colombo Plan) provided three specialists, whose services have proved most valuable, in physical education, homecrafts, and primary education.

Overseas scholarships were provided as follows:—

*Colonial Development and Welfare Fund*

Accountancy	...	...	...	1
Law	...	...	...	1
Nursing	...	...	...	1



*Colombo Plan for Technical Co-operation in South and South East Asia*

Accountancy	...	...	...	2
Law	...	...	...	1
Administration	...	...	...	3
Education	...	...	...	2
Draughtsmanship	...	...	...	1
Animal Husbandry	...	...	...	1

A woman medical student from the Colony was in the last year of her course at the University of Malaya. The number of students known to be following post-secondary courses abroad was 36, of whom 13 were in Australia, 12 in England, 4 in New Zealand, 3 in Canada, 3 in the U.S.A. and one in the West Indies at the Imperial College of Tropical Agriculture. The courses being taken included medicine, accountancy, engineering, surveying, public administration and agriculture.

The North Borneo Branch of the British Red Cross Society continued to assist health work in the schools by lending the services of a trained Red Cross worker from England. For much of the year she was stationed at the Teachers Training College and gave the students practical experience by taking them with her on health inspection of schools in the surrounding neighbourhood.

*Advisors and Advisory Committees*

The Colony was fortunate in receiving a month's visit from Miss F. H. Gwilliam, O.B.E., Assistant Educational Adviser to the Secretary of State for the Colonies.

The work of the Education Department was facilitated by advice from the following Committees:—

The Education Advisory Committee

The Scholarship Advisory Committee

The Technical Education Advisory Committee

The Trade School Advisory Committee

The Kent College Advisory Committee.



Mention must also be made of the Liberation Educational Trust Committee appointed to dispose of the income of the Fund made available to it by the Trustees of the Fund. The income of the Fund may be expended for the following purposes:

- (a) to supplement educational grants made by the North Borneo War Victims' Fund;
- (b) to provide grants and Scholarships to assist candidates in their education within or without the Colony;
- (c) to provide other educational grants as may be approved by the Governor in Council.

### *The Coronation*

The most important single event in the 1953 School Calendar was the Coronation of Her Majesty, the Queen. The Education Department assisted schools, which needed little encouragement, to make the Coronation the opportunity for special lessons and to provide in the schools special Coronation displays. These included models of the Coronation coach and regalia and the flags of the countries of the Commonwealth, together with maps and illustrations. The children joined in wholeheartedly and had a special place in the Coronation celebrations throughout the Colony, and their home-made lanterns carried in processions were in many places the high-light of the local celebrations.

## PUBLIC HEALTH

### *General Health*

On the whole the health of the population during the year 1953 was good. No epidemics of major infectious disease occurred. The most important diseases causing chronic ill-health and diminished economic efficiency are malaria, tuberculosis and worm infestations. Although the control of these diseases is still far from complete, there are no reasons for supposing that their incidence has increased; in fact it may be safely assumed that there has been on the whole an improvement. There is evidence of an increasing public awareness of the effects of these diseases, notably in the case of tuberculosis. With improving sanitation consequent upon the rebuilding of many of the larger population centres throughout the Colony, it is reasonable to expect improvements in the public health. The year has been one of steady development in this sphere of medical and health services.





*(Happy Photo Service)*

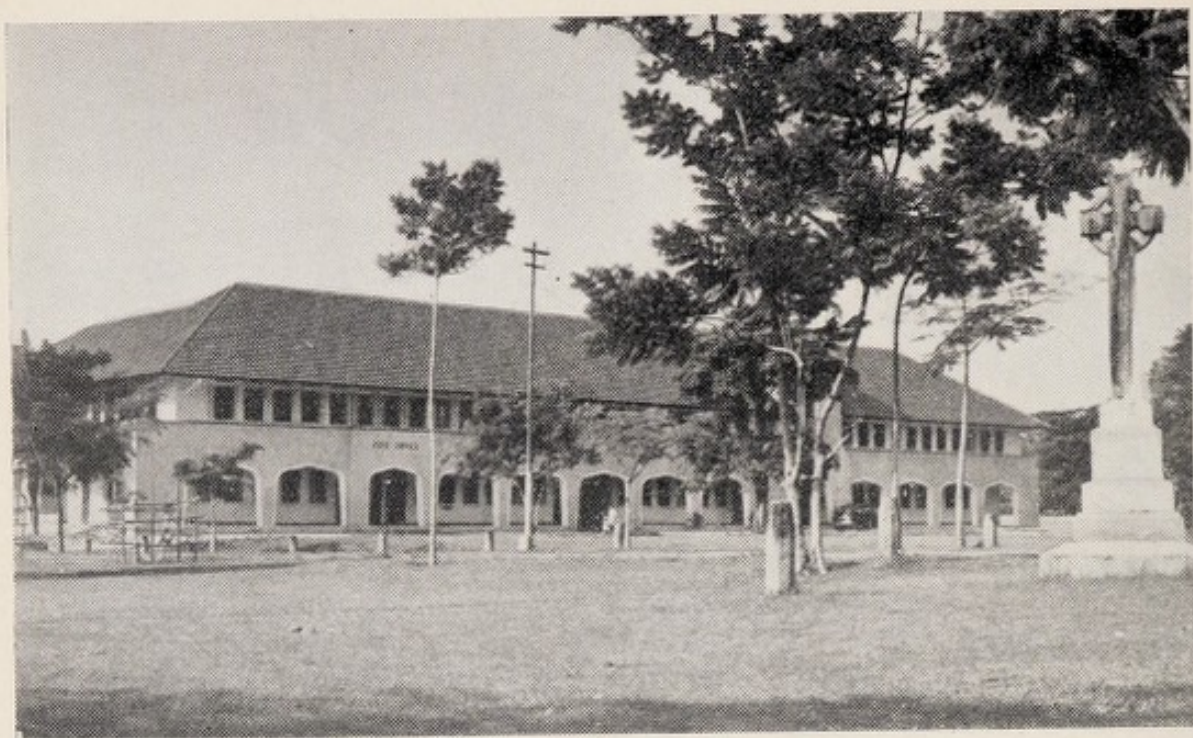
Semi-detached Quarters for Government Junior Staff at Tanjong Aru.



*(Mei Hwa Studio)*

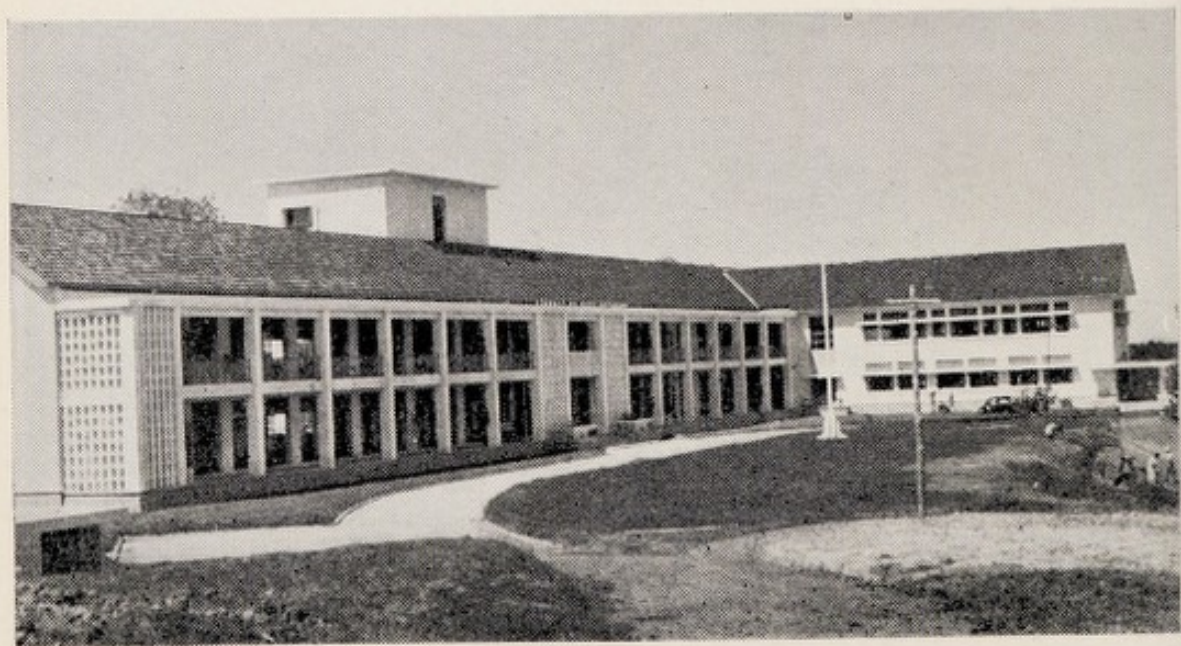
A quiet corner at Sandakan.





*(Camera Studio)*

The new Government Buildings at Sandakan—replacing the temporary offices in use since the war.



*(Yee Ah Loong)*

The Duchess of Kent Hospital at Sandakan—the first modern hospital to be built in the Colony since the war. It has 100 beds and was opened for use in 1953.



*Vital Statistics*

During 1953 the printed report of the census held in 1951 became available and will be of the greatest value in statistical assessment of the health of the various races of the Colony.

The Census Report calls attention to the striking differences in the survival rate of Chinese children compared with those of other communities. It is remarked that for maternal ages up to 29, almost 93% of Chinese children survive, whereas for natives in general, a comparable figure is 70% and for Muruts in particular, only 50%. Even allowing for mis-statements it is clear that the infantile mortality rate amongst natives must be very high, as compared with the urban Chinese communities. These facts constitute a challenge to the health services which cannot be ignored. One of the first steps which has been taken is to establish a first class training school for nurses and midwives with a view to improved services to the rural areas.

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. In the larger centres and where certification is made by a medical practitioner the figures are naturally a great deal more accurate. Unfortunately the rural and less literate people are those who stand most in need of medical assistance and public health measures. The population decline among the Muruts for example is causing concern and, with a view to investigating the cause for this and suggesting a remedy, the Government has under consideration an investigation to be undertaken in conjunction with the Department of Social Medicine and Public Health of the University of Malaya.

Figures showing the number of births and deaths registered in 1952 and 1953 are given below:—

			1952	1953
Births Registered	...	...	11,457 *	11,155
Deaths Registered	...	...	4,395 *	4,405
Excess of Births over Deaths	...	...	7,062 *	6,750

\* Revised figures.



*Malaria Control.*

Routine measures, namely permanent anti-malarial works for drainage, oiling, and spraying with insecticides continued. A W. H. O. sponsored pilot scheme for the eradication of malaria is in progress in the neighbouring Colony of Sarawak. This project aims at the eradication of malaria by the spraying of dwelling houses with modern insecticides. Since it is probable that the vector of malaria (*A. leucosphyrus*) is the same in both countries, the encouraging results so far obtained in Sarawak make it likely that similar methods may be successfully employed in North Borneo. Malaria is not a serious problem in built up areas and townships, but is a serious source of chronic ill-health and sometimes death in rural areas and on estates.

During 1953 a visit was paid by the Malaria Advisor of the W. H. O. Western Pacific Region. Based on his advice and the results of the W. H. O. pilot project in Sarawak, it is probable that a scheme to reduce substantially if not to eradicate malaria, will be formulated in the near future.

*Tuberculosis.*

Pulmonary Tuberculosis is one of the most serious single causes of mortality and morbidity in the Colony today. Increased attendances have been recorded at all hospitals and clinics, but this is more likely to be due to increased public awareness of the disease and to the availability of modern drugs for its treatment than to a real increase in the incidence of tuberculosis. During the year the North Borneo Anti-Tuberculosis Association (NOBATA) was formed and has received a great deal of popular support (see also page 95). It works in close co-operation with the Government Medical Department. New designs of shophouses have been approved for building in the newly planned towns and townships that are replacing the temporary structures that were hurriedly put up in the bombed-out township areas after the war with Japan. These designs avoid the old-style long, dark, narrow and ill-ventilated building, and should be an important factor in the prevention of the spread of tuberculosis. The modern methods of treatment are proving successful, and this combined with the preventive activities of the Public Health personnel should make a material contribution to the reduction of this disease. Plans are now being drawn up for the provision of



buildings, over and above the provision made in general hospitals, in which tuberculosis patients can be housed, fed and treated.

Valuable advice and information was received during the year from the Tuberculosis advisor to W.H.O. Western Pacific Region.

#### *Intestinal Disorders.*

As in all tropical countries where standards of hygiene and sanitation have been low, bowel infections form a high proportion of the diseases encountered. However, improved sanitation both as regards disposal of night-soil and refuse, and improved water supplies, will substantially reduce the number of bowel diseases in the urban areas. The rural community still rely on unprotected wells and polluted rivers and streams as sources of water, whilst the disposal of excreta in most rural areas is unsatisfactory.

#### *General Sanitation and Preventive Measures.*

The ordinary work of the Public Health Officers continued during 1953, and will be greatly helped by the establishment of a training school for health inspectors. Twelve candidates began training during the year on a syllabus equivalent to that of the Royal Sanitary Institute. Early in 1954 a qualified teacher is to be made available through the generous assistance of the Colombo Plan. Towards the end of 1953 the World Health Organisation provided a consultant Sanitary Engineer to look into and advise the Public Works and Medical Departments on environmental sanitation, with particular reference to water supplies and sewage disposal.

Schools have been frequently inspected, advice given on general sanitation, and a number of school children have benefited from inspection and treatment by the Colony Dental Surgeon.

#### *Nutrition*

Starvation as such has been practically unknown in the Colony since the Japanese occupation, but many of the rural population fail to take advantage of the fruits and vegetables which they grow, or which are readily available to them, and as a result cases of avitaminosis are met with here and there. The remedy lies in proper education, particularly that of the housewife. To this end advice and diet supplements are made available at the



Health Centres and Government dispensaries throughout the Colony. It is hoped that through the assistance of UNICEF these diet supplements can be considerably increased.

*Government Hospitals and Dispensaries*

Name and Location		NUMBER AND CATEGORY OF BEDS				Total
		General	Obstetrics	Tuber- culosis	Infectious	
Jesselton	...	101	10	90	1	202
Sandakan						
Duchess of Kent		73	14	20	6	113
Mental Hospital		100	—	—	—	100
Tawau	...	35	4	6	—	45
Papar	...	10	—	—	—	10
Kudat	...	30	2	—	—	32
Beaufort	...	32	—	—	—	32
Keningau	...	30	—	—	2	32
Kota Belud	...	16	4	—	—	20
Labuan	...	30	2	—	—	32
Lahad Datu	...	10	—	—	—	10
Semporna	...	5	—	—	—	5
Ranau	...	5	—	—	—	5
Tambunan	...	10	—	—	—	10
Kuala Penyu	...	2	—	—	—	2
Sipitang	...	5	—	—	—	5
Tenom	...	10	—	—	—	10
TOTAL		504	36	116	9	665

During the year 10,933 in-patients were treated as compared with 10,369 in the previous year. Outpatients numbered 271,715 as compared with 229,981 in 1952. These figures reflect no decline in the general health of the populace but are the direct consequence of improved facilities and a bigger staff of doctors.

One of the most important features of 1953 was the opening, for use, of the Duchess of Kent Hospital at Sandakan. This fine modern building contains 100 beds, with a large outpatients' department. It is well equipped to treat medical, surgical and maternity cases and has full diagnostic X-ray facilities.



New Health Centres were completed and opened both in Jesselton and Sandakan. These Health Centres serve mothers and children. Ante- and post-natal clinics are regularly held as well as infant welfare clinics. The World Health Organisation, the United Nations International Childrens Emergency Fund and the local branches of the British Red Cross Society and the St. John Ambulance Association have been of the greatest assistance at both of these centres.

The main Colony pathological laboratory is temporarily situated at the Jesselton Health Centre.

A new Cottage Hospital of 32 beds was completed at Kudat during the year; and a new dispensary with 10 beds was built at Papar.

Site preparation for building the new Jesselton Hospital was well advanced by the end of 1953 and foundations for the Nurses' quarters have been prepared. This hospital, which will be of modern design, is to accommodate 125 patients in a two-storey building. Provision has been made in the structure plans for the addition of a third storey should this prove necessary.

Plans for an inter-territorial mental hospital to serve North Borneo, Brunei and Sarawak had unfortunately to be abandoned. It will thus prove necessary to rebuild the existing mental hospital at Sandakan, which is not well suited to its purpose. The average number of patients treated in the Mental Hospital throughout the year was 100.

#### *Leper Settlement*

The Leper Settlement which is situated on Berhala Island in Sandakan harbour has held an average of 50 patients throughout the year. The inmates, who have greatly benefited 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 new lepers is admitted each year.

The buildings in the Leper Settlement are of temporary construction and are scheduled for replacement. The opportunity



will be taken to rebuild the whole settlement at a better site on the island, which is more spacious and will give better facilities for agricultural pursuits.

#### *Travelling Dispensaries*

The River Dispensary Launch operating on the East Coast and a Motor Ambulance Dispensary operating from Jesselton continued to give good service to the public.

#### *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 33 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 a Medical Accountant-Storekeeper at Headquarters in Jesselton. During the year an establishment of 12 medical officers was maintained in addition to the Colony Surgeon and the Dental Surgeon. Teaching was supplemented by W.H.O. sister-tutors. At the end of the year a W.H.O. tutor was stationed in Sandakan and the school fully equipped and prepared to start full nursing training for dressers and nurses in January, 1954. A W.H.O. Public Health sister-tutor was stationed in Jesselton. Teaching has been further supplemented by the valuable work done in this respect by a Laboratory Technician made available to the Colony by New Zealand, under the Colombo Plan. Twelve probationary health inspectors have been recruited and have begun their training at Jesselton.

In April the Colony received a visit from Dr. Wilson Rae, C.M.G., Deputy Chief Medical Officer of the Colonial Office, whose experience and advice was greatly appreciated.

Dr. I. C. Fang, Regional Director of the Western Pacific Office of W.H.O. visited the Colony in October.

Following the visit of a W.H.O. specialist ophthalmic surgeon to the Colony for a short period in 1952, who looked into the



need for services in the treatment of eye diseases in general and the prevention of blindness in particular, approval was sought and obtained in 1953 for the appointment of a joint Ophthalmic Surgeon to serve the three Borneo Territories of North Borneo, Brunei and Sarawak. An officer on the Sarawak medical establishment was selected, and has been granted a W.H.O. Scholarship in ophthalmology which he will undertake during 1954.

A table showing the medical and health staff of the Colony, including Mission doctors and private medical practitioners is appended:—

		Government	Missions	Private
Registered Physicians	...	15	1	16
Nursing Sisters	...	7	3	1
Staff Nurses	...	12	—	—
Trained Nurses	...	19	—	—
Probationer Nurses	...	24	—	—
Government Hospital				
Assistants	...	9	—	—
Trained Dressers	...	77	—	52
Probationer Dressers	...	38	—	—
Certified Midwives	...	33	3	42
Health Inspectors				
Grade I	...	2	—	—
Probationary Health				
Inspectors	...	11	—	—
TOTAL		247	7	111

### *Expenditure*

The estimated expenditure on medical services from Colony funds in 1953 including personal emoluments, amounted to \$2,025,017. 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 night-soil and inspections by Sanitary Board officials within the urban areas. Neither does it include capital expenditure on new buildings nor the generous aid which the Colony continued to receive during the year under Colonial Development and Welfare Schemes, and from the United Nations International Childrens Emergency Fund, The World Health Organisation and Colombo Plan Technical Assistance. (see pages 13-14).



*Assistance from Voluntary Organisations*

During the year valuable practical assistance continued to be given by the North Borneo Branches of the British Red Cross Society and the St. John Ambulance Association. (see pages 95-96).

The services of a whole time trained Red Cross worker were much appreciated, particularly by the urban and rural communities amongst whom she was able to work.

## HOUSING AND BUILDING

*Reconstruction*

As in 1952, a very large programme of building was carried out by the Public Works Department, the number of buildings completed or under construction at the end of the year being 337. Among the major works finished were the Central Prison at Kapayan, the Customs and Marine and the Administration and Post Office buildings at Sandakan, the 100-bed Civil Hospital and a Health Centre at Sandakan, and a 32-bed Civil Hospital at Kudat. The latter was constructed from funds provided under a Colonial Development and Welfare Scheme, and a substantial proportion of the costs of the Sandakan Civil Hospital and Health Centre were met from the same source. A warehouse with a floor area of 20,000 square feet was completed in the port area at Sandakan, another with a floor area of 11,250 square feet was under construction in Labuan, and a Customs Bonded Warehouse was built at Tawau.

General markets at Tanjong Aru, Tuaran and Labuan, and fish markets at Sandakan and Tawau were built. The latter was destroyed during the extensive fire in March, but was replaced before the end of the year. Amongst the buildings still under construction at the end of the year were a new primary school to serve the growing needs of the Tanjong Aru area of Jesselton and a new Police Station and Divisional Headquarters at Sandakan. Two administrative office buildings at Tawau and Labuan were nearing completion. Work was started on a new general market in the town at Sandakan and the Beatrice market near Sandakan. In addition, a number of smaller markets, dispensaries, police stations and other Government buildings were either completed or under construction.



Plans for a new primary school for Sandakan were well advanced by the end of the year. Good progress was also made on the plans for the Jesselton Hospital and the Central Government Offices, and site formation work for both these projects was started.

The appearance of the Jesselton water-front is rapidly changing as a result of new commercial construction. In a prominent position are the new premises of the Borneo Co. and of Borneo Motors, Ltd., which were opened by Lady Hone in August. In October, the 4-storey Chartered Bank building was opened by Sir Ralph Hone, and it is expected that another imposing structure, the new Hongkong & Shanghai Bank building, will be finished early in 1954. Other permanent buildings in Jesselton town nearing completion at the end of the year were a hotel block, a block of 3-storey shophouses and a block of warehouses and offices, while work on yet another block of shophouses was begun. At Tanjong Aru, a suburb of Jesselton, the new township was almost completed, as also was a new hotel which occupies an excellent site close to the sea beach and within easy reach of the Airport.

New construction was not confined to Jesselton. At Sandakan work began on the first new block of permanent shophouses to be built there since the war, and amongst the smaller townships good progress was made with the rebuilding of Menggatal, Kosigoi, Donggongon and Kinarut. At Tawau, following the disastrous fire there in March, which burnt down a large part of the old town, a new temporary township had to be built rapidly as an emergency measure on a site away from that required for shophouses under the town plan. The Public Works Department had plans for the temporary buildings prepared within three days of the outbreak of the fire, and a temporary market, police post and public latrines were rapidly built.

### *Urban Housing*

One of the legacies left by the war was an acute housing problem. Sandakan and Labuan had been completely destroyed, and Jesselton extensively damaged. Many of the small towns were also either destroyed or severely damaged. To meet immediate needs after the cessation of hostilities, temporary houses



and shophouses with "kajang" (palm-leaf matting) walls and "attap" (palm-leaf thatch) roofs or occasionally with walls of inferior quality planks and corrugated-iron roofs were built in the towns. This type of construction had to be permitted pending the preparation and completion of new town plans and the allocation of land for more permanent forms of building. The housing problem was therefore twofold. First there was the need to replace these temporary buildings, which do not conform to modern building standards and many of which were nearing a state of collapse, and secondly there was the increasing demand for additional housing to be met.

In those towns for which town plans have been completed, considerable progress has been made. Three townships have been completely rebuilt, and as already mentioned there has been good progress at four others and at Jesselton, while a start has been made at Sandakan. The reconstruction of the towns, however, is still far from complete. An interesting development during the year was that of a housing estate at Likas near Jesselton, where a number of detached houses in permanent materials have been erected by commercial enterprise.

For the second year in succession excellent progress was made with the Government's staff-housing programme. 232 quarters were erected or under construction during the year, of which 12 were for Senior staff and 220 for Junior staff. Of the latter, 10 blocks were of the terrace or flat type accommodating 72 families, and 30 blocks of workmen's quarters, providing a total accommodation of 266 units were completed or being built in Jesselton, Sandakan, Labuan, Tawau, Beaufort, Tenom, Sipitang and Keningau. With the exception of one or two quarters for Specialist Officers which have been provided under Colonial Development and Welfare Schemes, the whole of the Government programme was financed from Colony Funds.

In the larger towns, buildings are constructed in permanent materials (brick or concrete blocks) and roofed with tiles or corrugated asbestos. Many of the new Government staff quarters are constructed with a timber frame on concrete posts with asbestos or shingle roofs and asbestos walls, or timber to sill level and asbestos above. This is proving to be a satisfactory type of



building. In the smaller towns, buildings are generally of squared hardwood frames on concrete posts, with timber walls and roofs of bilian shingles or corrugated iron (or of corrugated aluminium where nuisance from glare is unlikely to arise).

### *Rural Housing*

The housing needs of the rural population of North Borneo are essentially simple and present no difficult problems. Among the settled and prosperous Dusuns of the coast and inland plains the age-long system of communal houses has been discontinued and their villages consist of groups of houses clustered together among fruit and coconut trees. In general, these houses are raised above the ground on piles and entered by means of a ladder or notched tree trunk. Their construction is primitive—hardwood posts, walls of bamboo, bark, sago-palm stems, or occasionally, planks, and a thatched “attap” roof made from the leaves of the nipah or sago palm, materials which are always available. On the heavily populated Tambunan plain in the Interior, the Dusuns build their homes entirely of bamboo.

Among the more primitive Muruts and Hill Dusuns, occasional “long-houses” which may be as much as 200 feet in length and contain the whole village, are still to be found.

### *Rest Houses and Hotels*

The Sabah Hotel at Sandakan is owned and run by Malayan Airways. The Airport Hotel at Labuan is also privately owned. Extensions and improvements to the latter are due to begin shortly. In Jesselton, a new hotel is nearing completion in the town and work has also nearly finished on a first-class hotel near the beach at Tanjong Aru. Elsewhere, rest houses are maintained by the Government. New rest houses were opened at Ranau and Kudat, and alterations and improvements to the Keningau Rest House were almost completed.

## PUBLIC WORKS DEPARTMENT

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



The department was also engaged on two major reclamation schemes in Jesselton, one at the Penampang Road which will reclaim 6.5 acres, and one at Batu Tiga to reclaim 16.3 acres. Both of these schemes, which are for residential development, are being paid for from Colonial Development and Welfare Funds.

Extensions and repairs to sea walls and other coastal protection works were carried out at Labuan, Tawau and Sandakan.

One of the most difficult problems posed by the new town planning and development is that of sewage disposal and environmental sanitation. The greatest assistance in this matter has been given by the World Health Organisation, one of whose representatives paid several visits to the Colony during the year. In December, a Consultant appointed by the World Health Organisation arrived to investigate the problem in the major towns and he will be followed by a team of two engineers, also from the World Health Organisation, whose task it will be to work out detailed schemes on the basis of the Consultant's report.

Following a re-organisation of the Mechanical Section of the Department during the year there has been a considerable improvement in the maintenance of plant and vehicles. This section is considerably handicapped by lack of trained artisans, limited workshop facilities, delays in obtaining spare parts and by the task of giving satisfactory maintenance to plant and vehicles in the more remote stations. How best to overcome these difficulties and achieve greater efficiency is being carefully considered.

The strength of the Department at the end of the year was 108, of whom 17 were in the Senior Service and 91 in the Junior Service.

#### TOWN PLANNING

The Surveyor-General continued to be Town Planner and Chief Executive Officer to the Central Town and Country Planning Board. The Board is composed of five ex-officio members and five persons nominated by the Governor, under the chairmanship of the Development Secretary. Its constitution was amended during the year to allow the Director of Public Works and the Director of Medical Services, two of the ex-officio members, to nominate representatives to attend meetings at which they themselves are unable to be present.



The Board held nine meetings and dealt with eleven applications for interim development, buildings and sub-division of land. Extension town plans for Jesselton, Labuan and Sandakan, amended plans for Sandakan and Papar, and a zone plan for Tawau were submitted to and approved by the Governor in Council. A number of lay-out plans for small townships and villages, not subject to the provisions of the Town and Country Planning Ordinance were prepared, and received the administrative approval of the Governor. A zone plan was prepared for Kudat and an extended zone plan for the Jesselton Sanitary Board area.

It continues to be found necessary to amend original plans on account of changing requirements, and major replanning was undertaken for a section of the town of Jesselton and of Tawau, Kudat and Beaufort.

The Colony is fortunate in having the services of the Professor of Architecture in the University of Hongkong as Town Planning Consultant in an honorary capacity.

#### SOCIAL WELFARE

##### *War Victims' Fund*

The Board of Trustees of the War Victims' Fund, which was set up in 1949 under the War Victims' Fund Ordinance to deal with relief of necessitous cases arising out of the Japanese occupation, continued to give aid through the agency of its voluntary local Honorary Secretaries. The Board approved subsistence grants totalling \$25,187, which cover monthly payments in cash, rice and invalid food allowance. At the end of the year there were 208 persons benefiting from these allowances. The Fund continued to contribute towards the cost of educating the children of war victims who could not afford to pay school fees in full. In a few special cases the full maintenance of children at boarding school is paid. Altogether, \$21,265 was spent in assisting 450 children. Over \$600 was spent on rehabilitation grants of which the greater part was used for the repair of houses belonging to the Fund occupied by persons left destitute as a result of the Japanese occupation. Generous support for the Fund was again forthcoming from all sections of the community. On



Liberation Day (9th September) the annual special appeal was made, and the response totalled \$19,695 compared with \$29,939 in 1952. The lower figure is attributable to the trade recession which occurred during the year.

#### *Boy Scouts*

The 1952 policy of concentrating on the training of Scouters paid dividends in 1953. Not only did the standard of scouting improve, but there was also a considerable increase in the number of troops and scouts. The total of all ranks was 637 as against 493 in 1952. This is the highest total yet recorded. A notable development was the growth of the Wolf Cub Movement, which at the end of the year had 26 groups. A shortage of Cub Masters has been a limiting factor and to remedy this a vigorous training programme of prospective Cub Masters was started with the aid of a grant from the Government, and 24 young men completed their Wood Badge Preliminary Training.

#### *Girl Guides*

The Movement continued to expand with the formation of a Pack of Brownies at Kudat and a Girl Guide Company at Beaufort. There are now one Ranger Company, 13 Guide Companies and 4 Brownie Packs in the Colony. The total enrolment is 204, of whom 82 were enrolled in 1953.

A Certificate of Merit was awarded by Headquarters in London to a Guide who in 1952 rescued a child from drowning, and saved her life by administering artificial respiration.

#### *Rotary International*

The Rotary Club of Jesselton has given practical expression to the aim of fostering goodwill and fellowship among the various races in the Colony by a project for providing a Youth Club at Jesselton estimated to cost \$25,000. A grant of \$12,500 has been promised from the Japanese Assets Realisation Fund, and the balance is being raised by the promotion of boxing tournaments, cycling races, cinema shows and dances. The Club keeps in touch with students going overseas for higher study, and "Rotary" Scholarships are awarded in necessitous local cases to enable children to complete their studies. A provisional Rotary Club at Sandakan was formed during the year. The Jesselton Club has plans to sponsor the formation of Rotary Clubs in a number of other towns.



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

For some considerable time a number of persons in the Jesselton area had been doing what they could in an unofficial way to help sufferers from tuberculosis and to encourage preventive measures. In the middle of 1952 it was decided that the best way to extend the work was to put it on a formal basis; and so the North Borneo Anti-Tuberculosis Association (NOBATA) was formed.

The first General Meeting was held in August at which a Committee of 8 members, including an honorary physician, was elected. By the end of the year 44 life members and 291 associate and ordinary members had been enrolled and \$4,000 had been collected. The activities of the Association have included the dissemination of knowledge of tuberculosis, the arranging of lectures by medical officers, the visiting of sufferers and supplying relief to dependants, the payment of rail and bus fares to enable out-patients to go to hospital for treatment and the holding of a Christmas Party in the Tuberculosis wards of the Jesselton Hospital.

*Red Cross*

The North Borneo Branch of the British Red Cross Society is active throughout the Colony, and at the end of the year had 4 detachments, 7 Cadet Units and 8 Junior Links. There were 32 life members, 142 Union personnel and 131 serving associate members. Each division in the three Residencies continued to promote the work of social service; help was provided for the needy, regular hospital visiting was carried out and assistance given in staffing health centres. A blood bank is being instituted in conjunction with the St. John Ambulance Association in each of the three Residencies for use in the hospitals and the response is beginning to improve. Lectures and training in first aid yielded good results, the number of successful candidates examined being greater than in any previous year. The Labuan and Interior Division was again called upon to meet planes from Korea calling with sick and wounded, and to help in looking after the welfare of the men during their stay. The services of a full-time trained health visitor, specialising in child welfare, were again provided by the Branch.



The efficiency of the organisation in an emergency was tested by the Tawau and Kuala Penyu fires, details of which are given under the head Emergency Services on this page. Two medals, the first of their kind in the Colony, were received during the year from the Executive Committee of the Society's Headquarters. One was awarded to a Native Chief for saving a child from drowning and the other to a member of the East Coast Detachment for proficiency in first aid.

It was with deep regret that the Branch said farewell to its retiring President, Lady Hone, who left the Colony at the end of the year. Her fine example and zeal will be greatly missed.

#### *The St. John Ambulance and Brigade*

Steady progress continued. At the end of the year there were four Brigade divisions with a total membership of 104. There were 113 successful candidates from all parts of the Colony for examinations in either first-aid or home-nursing. During the year the Tawau Division completed the raising of sufficient funds for the purchase of a St. John Ambulance, which was dedicated by His Excellency Sir Ralph Hone on his last visit to this station. The Tawau Division played a welcome part in bringing help to the destitute after the serious fire at Tawau in March.

Brigade teams were on duty at various public and sporting events, and in common with units of the Red Cross Society, the Boy Scouts and Girls Guides, were represented in the Coronation Day Parades and took an active part in the celebrations. The Association again co-operated closely with the Red Cross Society, with whom it is engaged in the formation of a blood bank for the hospitals.

The fund-raising campaign was less successful than in the previous year, but sufficient was collected for a further supply of equipment to be issued to all stations.

#### *Emergency Services*

On 7th March, 1953, a fire broke out at Tawau, which destroyed the entire business centre of the town. 149 buildings were gutted and 1,272 persons rendered homeless, with a loss of one life. A Relief Committee was immediately formed on the spot for



the distribution of relief rations and clothing to the distressed, and a Tawau Fire Victims' Relief Fund Committee was quickly set up in Sandakan for the purpose of receiving donations and administering the money collected. Total contributions amounted to almost \$74,000, of which \$5,000 was donated by the Government and \$10,000 by the neighbouring Colony of Sarawak. Relief goods cost over \$25,000 and a sum exceeding \$42,000 was spent on rehabilitation.

Special tribute must be paid to the work done by the North Borneo Branch of the British Red Cross Society in collecting and distributing relief supplies, and also to the help given by the local unit of the St. John Ambulance Association. In the light of the experience gained in this disaster, an Emergency Relief Committee has been established in Sandakan which has worked out detailed plans for the integration of effort by the Red Cross Society, the St. John Ambulance Association and the Government services in the event of further emergencies. A guide on procedure to be adopted in the case of fire, flood or famine was prepared, and is in the hands of all District Officers.

The new arrangements were put to the test and worked smoothly and effectively in the aftermath of a fire which occurred on Christmas Eve at Kuala Penyu, a small town situated on the west coast within the Labuan and Interior Residency. In this fire 18 shophouses were destroyed and 17 families left homeless.

#### *A.A.A. of North Borneo*

The Amateur Athletic Association of North Borneo which was founded in 1950, consolidated its position as a Colony-wide organisation for the promotion of amateur athletics. Annual sports were organised in several districts by member associations, two of which, the Recreation Clubs of Lahad Datu and Tawau, completed new club houses.

The third annual athletic championships held at Jesselton in July attracted athletes from all over the Colony and also a team



from Kuala Belait in the neighbouring State of Brunei. The Association sponsored a team which participated in the Malayan Championships at Kuala Lumpur, and at the end of the year the Association was accepted as a member by the International Amateur Athletic Federation.

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

During the year public assistance for the care of the aged and indigent was the responsibility of the Department of Immigration and Labour operating through the Pauper Ordinance, 1924. Two Institutes were maintained, in Jesselton and Sandakan respectively, from a Fund supplied from compulsory contributions from employers and property-owners, and the Commissioner of Immigration and Labour had the assistance and advice of two voluntary Boards in the administration of the Fund and of the Institutes. A small amount of outdoor assistance was also provided. Considerable assistance was received from the public in the way of comforts and amenities as gifts to the inmates of Institutes.

The Commissioner of Immigration and Labour was also Protector of Women and Girls under the Women and Girls Protection Ordinance, 1951. No cases came to attention during the year requiring action under this Ordinance.

#### *Juvenile Delinquency*

Under the Prisons Ordinance, the Governor has power 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 one young offender was sent to the Boys' Home at Kuching, and there are now 3 boys receiving corrective training in this Home. For further details, see page 110.

#### *Prison Welfare*

Special prison visiting committees were appointed during the year and regular visits were made to all prisons and lockups. For further details, see pages 109-110.



*Social Welfare Council*

At the end of the year steps were being taken towards the formation of a Social Welfare Council on a broad representative basis, which will consist in the first instance of 10 members under the chairmanship of the Commissioner of Labour and Welfare. Its principal terms of reference will be to co-ordinate all social welfare work in the Colony, to review periodically the social welfare work being undertaken and to draw the attention of Government to matters requiring attention, and to advise the Government on any particular social welfare issues which may be referred to it.



## Legislation

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### *Laws Applicable in the Colony*

THE Colony of North Borneo comprises the former State of North Borneo and Settlement of Labuan. The Laws applicable therein fall into four divisions:

- (1) Ordinances and subsidiary legislation of the former State of North Borneo applicable in the Mainland (i.e. the former State of North Borneo);
- (2) such Ordinances and subsidiary legislation of the Straits Settlements as were applicable in Labuan on the 15th July, 1946;
- (3) British Military Administration Proclamations and subsidiary legislation made thereunder applicable throughout the Colony;
- (4) Ordinances and subsidiary legislation of the Colony of North Borneo also applicable throughout the Colony.

### *Legislation during 1953*

During the year under review 50 Ordinances were enacted, the most important of which are those dealing with the postal services, telecommunications, road traffic, customs, advocates, the criminal law, public stores, public collections, petroleum, the reconstitution of Land Office records in Labuan, municipal and urban authorities, Muslims, native courts, wills, and the setting up of a Liberation Educational Trust.

As to the postal services, the Post Office Ordinance (No. 8), adopts as the law of the Colony the Post Office Ordinance, 1947, of the Colony of Singapore. The Telecommunications Ordinance (No. 9) unifies the law of the Colony relating to radio communications in the light of modern developments. The Road Traffic Ordinance (No. 24) introduces a system of road service licences governing the operation of passenger and goods transport for hire or reward throughout the Colony and makes provision



generally for a revision of the law relating to all traffic on public roads. The Customs Ordinance (No. 25) repeals the existing law which was enacted in 1916 and re-enacts modern provisions based on the Customs Ordinance, 1952, of the Federation of Malaya. The Advocates Ordinance (No. 39) regulates the admission of persons as advocates and makes provision for matters relating thereto. The Penal Code (Application) Ordinance (No. 27) provides for the application to the Colony of the Penal Code of the Colony of Sarawak in replacement of the Penal Code of India which was made applicable to the Colony by the Penal Code (Application) Ordinance, 1951. The Penal Code of the Colony of Sarawak is itself based on the Indian Penal Code so that the criminal law of the Colony is not by this change substantially altered, but it was considered important that the basic criminal code of the Colony should be the same as that of the Colony of Sarawak, having regard to the unification of the judiciary. The Minor Offences Ordinance (No. 29) re-enacts the law relating to less serious criminal offences and the opportunity was taken to review the penalties in the light of present-day conditions. The Public Stores Ordinance (No. 28) provides for the protection of public stores. The Public Collections Ordinance (No. 31) regulates house-to-house and street collections which are prohibited except under licence. The Petroleum Ordinance (No. 32) unifies the law relating to the carriage and storage of petroleum which it re-enacts in greater detail and with wider scope to deal with present requirements and foreseeable development. The Reconstitution of Land Office Records (Labuan) Ordinance (No. 1) makes provision for the reconstitution of the records of the Land Office in Labuan and for the registration and issue of new titles to land in Labuan in replacement of titles lost or destroyed during the period of the Japanese occupation. The Municipal and Urban Authorities Ordinance (No. 49) provides for the administration of urban areas in the Colony. The Muslims (Titles and Construction) Ordinance (No. 5) provides for the substitution of the word "Muslim" for the word "Mohammedan" in the laws of the Colony which was considered to be more in keeping with modern thought and practice and for the consequential amendments in those laws arising out of this change. The Muslims Ordinance (No. 7) unifies the law on the registration of marriages and divorces and other matters relating to Muslims.



The Native Courts Ordinance (No. 6) is a unifying law providing a common code for Native Courts in Labuan as well as on the Mainland. The Wills (Application) Ordinance (No. 17) enacts for the whole Colony the provisions relating to wills which were applicable on the Mainland only. The Liberation Educational Trust Ordinance (No. 42) establishes a trust for educational purposes in respect of an amount of \$2 million which has been set aside for such purposes out of funds realised from the disposal of Japanese assets in the Colony.

The following unifying Ordinances not mentioned in the last preceding paragraph were enacted during the year:—

Land (Unification and Amendment) Ordinance (No. 2), Administration of Native and Small Estates (Amendment and Unification) Ordinance (No. 3), Paupers (Amendment and Unification) Ordinance (No. 10), Gaming (Amendment and Unification) Ordinance (No. 12), and Unification of Laws Ordinance (No. 15).

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

Rural Government (Amendment) Ordinance (No. 4), Police Force (Amendment) Ordinance (No. 11), Income Tax (Amendment) Ordinance (No. 13), Pensions (Amendment) Ordinance (No. 14), Emergency Powers (Amendment) Ordinance (No. 21), Restricted Residence (Amendment) Ordinance (No. 22), Workmen's Compensation (Amendment) Ordinance (No. 23), Liquors Revenue (Amendment) Ordinance (No. 26), Criminal Procedure Code (Amendment) Ordinance (No. 30), Transfer of Powers (Amendment) Ordinance (No. 36), Revised Edition of the Laws (Amendment) Ordinance (No. 37), Town and Country Planning (Amendment) Ordinance (No. 40), Advocates (Amendment) Ordinance (No. 41), Banking Amendment Ordinance (No. 43) and the usual Appropriation Ordinances.



*Justice, Police and Prisons*

## JUSTICE

THE main structure of the North Borneo system of law consists of Ordinances; these are 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. For historical reasons the law in Labuan differs in many respects from that of the Mainland: Labuan was formerly part of the Straits Settlements, and a considerable amount of Straits Settlements legislation is still in force there. A process of unification of the law of Labuan with that of the Mainland is, however, in hand, and is referred to in the section of this report dealing with legislation. The basis of the criminal law is the Indian Penal Code with certain modifications. By the Application of Laws Ordinance 1951 it is provided, save in so far as other provision is made by the written law in force in the Colony, that the common law of England and the doctrines of equity, together with statutes of general application, as in force 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.

(2) The Magistrates' Courts, comprising courts of—

- (a) Magistrates of the First Class;
- (b) Magistrates of the Second Class;
- (c) Magistrates of the Third Class.



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

There are gazetted twenty-six Magistrates of the First Class, eleven Magistrates of the Second Class and fifteen 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 recovery of debt, where the value in dispute exceeds the limits of the jurisdiction of a First Class Magistrate, that 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 recovery of debt within the limits of the Magistrates' jurisdiction. A record of the work of the Courts of the Colony during 1953 will be found in Appendix IX.

Distinct from the Magisterial Courts are the Native Courts of which there are 34 in the Colony. These Courts adjudicate on all applications for the administration or distribution of small native estates, and cases arising from the breach of native custom and religious law. An appeal lies to the District Officer, who also has the power of review and revision. From the District Officer an appeal lies to the Resident with a final appeal to the Governor. During the year a total of 2,177 cases and applications were heard by the Native Courts. There were 55 appeals to District Officers, 14 to Residents and 3 to the Governor.

#### POLICE

##### *Organisation*

The Headquarters of the Police Force is at Jesselton, where at Mile 5½, Kapayan, the Training Depot is situated. For 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.



*Strength*

The diversity of peoples inhabiting North Borneo is well reflected in the composition of the Colony's Police Force, the backbone of which consists of 593 Dusuns and 192 Muruts. Bruneis, Malays, Kedayans and Bajaus between them number 114 and there are also 14 Chinese. Other races represented, although by small numbers only, are Dayak, Bisaya, Illanun, Suluk and Javanese. In addition, there are 17 Sikhs and 21 Pakistanis. The over-all strength of the Force increased by 4, and at the end of the year was only 11 below establishment.

		Estab.	Strength on (1/1/53)	Strength on (13/12/53)
Gazetted Officers ...	...	21	18	17
Inspectors ...	...	14	13	13
Sgt. Majors ...	...	7	7	6
Sgts. and L/Sgts. ...	...	45	43	45
Corporals ...	...	42	42	42
L/Corporals ...	...	60	58	59
Constables ...	...	740	746	744
Detectives ...	...	37	30	35
Rural Constables ...	...	35	29	29
Teachers ...	...	1	1	1
Serangs and Engineers ...	...	4	4	4
		<hr/> 1,006	<hr/> 991	<hr/> 995

*Recruitment and Training*

The standard of recruits offering themselves for enlistment was higher than in previous years, and only those who had passed Standard III Malay in a primary school were considered for appointment. Out of 140 applicants for enlistment, 71 were finally accepted.

At the Police Training School recruits are given an intensive course in Malay and in Police routine, procedure and practical duties. The syllabus was lengthened from 27 weeks to 34 weeks, and this has enabled more time than previously to be devoted to instruction in the laws of the Colony. The number of recruits who successfully completed their training during the year was



107. A special 6 months' course in criminal investigation was held for selected men.

#### *Police Reserve and Special Constabulary*

The Police Reserve consists of men who have served not less than 3 years as regular policemen. The members of the Reserve engage for periods of 3 years at a time and receive a small quarterly bounty. During the year the strength rose to 122, as compared with 112 in 1952.

The Special Constabulary is composed of local volunteers, and has units at Jesselton, Sandakan, Tawau, Labuan, Lahad Datu and Kudat. The strength at the end of the year was 150, 3 A.S.Ps, 2 Inspectors, 7 Sergeants, 16 Corporals and 122 Constables.

#### *Discipline, Health and Welfare*

The general standard of discipline in the Force is good. There was, however, an increase in the number of Orderly Room cases during the year, disciplinary action (including 17 dismissals) being taken in 785 cases as compared with 462 in 1952. The majority of the cases were for minor offences against Police Regulations.

With regard to health, there was one death as against 4 in 1952, and only 6 men had to be discharged (2 with tuberculosis) as medically unfit. More men reported sick than in the previous year and of 1,982 who went off duty for this reason, 149 were admitted to hospital. The total number of man days lost on account of sickness was 4,781.

The welfare of the rank and file is a matter to which the officers of the Force attach great importance and considerable emphasis is also laid on games and sports. Police canteens are popular and are run by committees elected from all ranks. The profits in the last two years obtained from the canteen at the Central Depot has enabled a new canteen shop to be constructed, which will be opened early in 1954. The Welfare Clinic at the Central Depot again functioned satisfactorily.

#### *Transport and Communications*

The motor transport of the Force, which consists of 23 motor vehicles, including 8 motor cycles, 5 Chevrolet Vans and 7 Land



Rovers, continued to give useful service. The 72 ft. launch "Segama" carried out extensive patrols on the East Coast, and in addition 4 small patrol launches and one outboard motor craft were also in service.

Radio communications were improved during the year by completing a "round the coast" network with the installation of H.F. equipment at Tawau and Lahad Datu. V.H.F. equipment has been installed in 3 Police vans and a V.H.F. network in the Jesselton district is planned for 1954.

### *Buildings*

The Police Headquarters and Depot which were informally opened by Her Royal Highness the Duchess of Kent in 1952, were occupied early in the year. The Depot has accommodation for 200 bachelors and 133 families. Other new buildings occupied included a barracks at Jesselton for the police station, and a new police station at Kunak near Mostyn on the East Coast. A new Divisional Headquarters is being built at Sandakan where a new police station for the town with adjoining barracks is also being constructed. The police buildings at Lahad Datu and Tawau were repaired and renovated.

### *Traffic Control*

In addition to their ordinary police duties, the Police are responsible for the control of traffic, for the registration and licensing of motor vehicles and for the testing and licensing of drivers. There was a marked decrease in the number of traffic offences. This can be attributed first to stricter control made possible by the new Road Traffic Ordinance which came into force in the middle of the year, and secondly to a decrease in the volume of traffic on the roads coincident with the lower price obtaining for rubber.

### *Immigration*

Another responsibility of the Police is that of travel control, an important duty being to maintain a check on persons who have been allowed to enter the territory for a specified period of time on "limited" entry permits, to ensure that they do not remain in the Colony illegally. There has been an increasing number of prosecutions under this head.



*Types of Crime*

The Colony continued to be remarkably free from serious crime. 3,112 reports requiring action were received, as compared with 4,048 in 1952, and 2,083 convictions were obtained in 2,301 cases brought to Court. The number of persons convicted was 2,846, or 469 fewer than in the preceding year. Compared with 1952 there were fewer cases of offences against property, and also of offences against the person. Comparative figures for 1950-1953 are:—

	1950	1951	1952	1953
Offences against the Person ...	88	189	104	62
Offences against property ...	627	794	674	553

Detailed crime statistics are to be found in Appendix X and at Part D of the same Appendix figures are given of juvenile crime for the various age groups from 7 to 20.

During the year the Criminal Records Office received 1,030 finger-print enquiries, from which 88 previous convictions were traced. 777 new sets of finger-prints were added to the registers.

## PRISONS

All prisons and lock-ups are under the control of the Commissioner of Police who is also Inspector of Prisons.

*Admission*

During the year 748 persons were admitted of whom 727 were men (including 8 boys) and 21 were women. Compared with 1952 there was an increase of 99 men and a decrease of 4 women. The overall daily average was 216.44 as compared with 293.92 in 1952.

Of the 8 boys who were sentenced to terms of imprisonment one was subsequently transferred to the Boys' Home at Kuching, Sarawak. Four of these juveniles had been convicted of theft, one for housebreaking and the remaining three for offences against Ordinances.

Full details of admission are given in Appendix XI.

*Prisons and Prison Staff*

The new Central Prison was completed at Jesselton in July, and has accommodation for 188 men and 10 women prisoners. There is also a prison at Sandakan but this is to be replaced by



a lock-up, already under construction. At the smaller Government Stations there are lock-ups numbering 15 in all, where prisoners are kept who have been sentenced to less than 6 months imprisonment. All women prisoners, whatever the length of their sentence, are detained either at Jesselton or Sandakan.

At the end of 1953 the prison staff of the Colony numbered 52 (13 under the total establishment of 65) and consisted of 2 Gaolers, 3 Chief Warders, 29 Warders, 3 Probationary Warders 2 Wardresses and 13 Outstation Warders.

#### *Prison Discipline, Health, Training and Welfare*

Prison discipline was again good. There were 7 escapes compared with 12 in 1952. Four of the escapees were recaptured. The health of prisoners on the whole continued to be satisfactory. The daily average on the sick list was 7.76, a reduction in comparison with the 1952 figures of 14.5; 30 prisoners were admitted to hospital. There were no executions during the year and the only death was a prisoner who died shortly after his admission to prison from tuberculosis complicated by a deficiency disease.

Prisoners in the Colony earn a remission of one-third of their total sentence provided that the sentence is over one month. The remission rate is less generous for prisoners convicted for the second time and who are under sentence of two years or more. Remission is not earned by persons who have been sentenced to prison in lieu of payment of a fine.

An earnings scheme whereby good conduct prisoners will be enabled to purchase small luxuries, such as tobacco and sweets, has been approved and will be introduced in January, 1954. Trade shops for carpentry, instruction of prisoners in tailoring, cobbling, tinsmith's and blacksmith's work and rotan work were maintained at Jesselton and/or Sandakan. A new prison garden has been laid out at the Central Prison to grow all vegetables required for the Prison and for the Civil Hospital.

Prisons and lock-ups are regularly visited by Judges and Magistrates. Inspections are also carried out by Visiting Justices appointed by the Governor and whose powers and duties are prescribed by law. In March a system of Prison Visiting Committees under the chairmanship of District Officers was set up, and regular visits were made by the Visitors to all prisons and



lock-ups. At the central prison at Jesselton religious instruction was given by representatives of the Churches and a small band of volunteer helpers. It has not yet been possible to commence educational classes for illiterate prisoners because of the difficulty of finding suitable teachers, the Prison staff being insufficiently educated to carry out this type of work, but a prison library service is being built up for the benefit of literate prisoners.

### *Juvenile Delinquents*

The Colony is fortunate in having a low incidence of juvenile delinquency and although the problem of treatment of young offenders is not in any way minimised, it is not yet a pressing one. Under the Criminal Procedure Code first offenders may be released on probation and wide use is made of this provision by Magistrates, particularly in the case of juveniles. It has not been considered necessary to set up a special Children's Court or to build a remand home. By an agreement with the Sarawak Government hardened offenders who need corrective training may be sent to a Boys' Home at Kuching.



## WATER

IN rural areas drinking water is obtained from wells, ponds and rivers, supplies generally being ample but subject to contamination. In the main centres water supplies continued to be taxed to their full capacity on account of urban expansion and increased demand from shipping in the ports. Much time and thought was given during the year to the planning and design of modern waterworks and it is hoped that within the next three years ample piped supplies of pure water will be available in the larger towns. In the meantime temporary additional supplies have been installed, where possible, to ease the shortages. The position in the principal towns was as follows:—

*Jesselton*

In the past Jesselton has relied entirely for its supply on a reservoir with a capacity estimated at 50,000,000 gallons, situated five miles from the town, and which obtains its water from a hilly catchment area of about 105 acres, much of which is wooded. The water was not filtered but pumped to a high level storage tank of 40,000 gallons capacity, where simple chlorination took place before distribution. This supply has not proved sufficient to meet the full demands during dry periods, and in 1953 a supplementary scheme involving pumping from a stream to the service reservoir was completed. At the same time a purification plant to deal with the whole supply both from the stream and from the reservoir was installed. As a result, Jesselton and Tanjong Aru can now receive a daily supply of 350,000 gallons of pure bacteria-free water. Additional schemes for further increasing the supply are being investigated in anticipation of a still greater demand in the near future.

Much of the urban development at Jesselton is taking place in the suburbs of Tanjong Aru and Kapayan where pressure at the



end of the mains is at its lowest. To improve the supply, an 8,000-gallon reinforced concrete high level tower has been erected and this together with a new booster station in course of construction will ensure that an adequate pressure is maintained.

Consumption during the year was approximately 107 million gallons, as compared with 76 million gallons in 1952. The latter figure, however, does not represent the true demand since rationing was in force for a considerable part of that year.

#### *Sandakan*

Sandakan continued to be supplied from the stream at Batu Lima, from which water is pumped to a service reservoir of 145,000 gallons capacity. The supply is augmented by small reservoirs at Dingle Dell and the old hospital site, but their contribution is small and they will eventually cease to form part of the public supply. The water is chlorinated but not filtered. Trouble was experienced with the pumps, and three new electric sets have been ordered for installation early in 1954. It is also planned to reconstruct the pre-war purification plant which was badly damaged in the war.

During the year a length of 2,000 feet of defective 6-inch steel main was removed and replaced with new 6-inch asbestos main. For use as a reserve supply in emergencies, an old 80,000 gallon concrete tank, situated below the main storage tank of the town, was connected to the mains. In addition, two new 10,000 gallon reinforced concrete storage tanks to serve the new hospital and the newly developed area for Government housing on Beatrice Estate were constructed, and at the airfield, which is some nine miles from the town, a well supply (pumped to a 10,000 gallon storage tank) was installed, for distribution to the airfield buildings and quarters.

Consumption in 1953 was approximately 70 million gallons as against 60 million gallons in each of the years 1951 and 1952. It is expected that the demand will continue to increase and plans for a supplementary supply are being investigated.

#### *Labuan*

The Labuan water supply continued to be drawn from 9 bore holes, each approximately 200 feet in depth, which were sunk





*(Mei Hwa Studio)*

Planting padi—custom decrees that only women shall perform this work.



*(J. L. Greig)*

Irrigation canal—to serve 300 acres at Bingkor in the Interior where 100 families of hill natives are being resettled.





(G. S. Brown)

Collecting turtle eggs on the East Coast.



(R. H. Foster)

Pepper garden—this Chinese owner is one of the pioneers in re-starting the once-thriving industry at Sandakan.



by the Australian forces during the liberation period, and only minor troubles were experienced. Some extensions to the mains were laid during the year and, to obviate the necessity of supply by truck, houses are being connected to the mains wherever possible.

Approximately 46 million gallons were consumed, representing an increase of nearly 10 million gallons over the quantity in 1952. Over one-third of the total was supplied to shipping.

#### *Kudat*

At Kudat the supply is pumped from wells sited about 1½ miles from the town. The system was extended to serve the new hospital, which was completed in September. The level of the water in the wells was seriously affected by a prolonged spell of dry weather and in this town, too, the supply will need to be augmented in the near future. Investigations are being undertaken.

#### *Lahad Datu*

The supply is pumped from a nearby river to an over-head storage tank and distributed by gravity. The system continued to operate satisfactorily.

#### *Tawau*

The fire which destroyed a large part of the town in March made it essential to construct an emergency supply pending the construction of new permanent waterworks. Work on this temporary supply which will consist of a small pump house with a pipeline and reinforced concrete high level tower had reached an advanced stage by the end of the year. The plant and piping for the new permanent supply, designed to provide 250,000 gallons of fully treated water per day, has been ordered, and it is planned to start construction early in 1954.

#### *Tuaran*

The supply is at present drawn from a river liable to pollution. Designs for a new water-works, which will supply 100,000 gallons of fully-treated water per day were completed and quotations for the necessary plant received. Piping for the distribution system has been ordered.



*Other Towns*

Some progress was made with the preliminary investigations for supplies at Keningau, Beaufort and Kota Belud, whilst minor improvements were carried out to the small existing supply at Tenom.

## ELECTRICITY

The Public Works Department continued to operate the electricity services at Jesselton and Labuan and an electricity supply at Tuaran was started in June. Sandakan Light and Power Company (1922) Limited continued to supply Sandakan, and small plants operated by private enterprise gave public supplies at Papar and Kudat.

The response to an invitation for tenders to supply other towns in the Colony was disappointing, and the only new commercially-owned undertaking being opened is at Tawau.

*Government Power Stations*

At Jesselton the demand for electricity continued to increase and existing resources were again taxed to the uttermost. New step-up transformers were installed but with only partial success, as the existing switch gear proved inadequate for the constant overload.

Work went ahead on the new Power Station near Batu Tiga, and by the end of the year the main buildings were nearing completion. There have been disappointing delays, however, in the arrival of the equipment for the new station. A restringing programme to prepare the overhead transmission lines for the new Station was pressed forward on both the High and Low Tension systems. One new 50 K.W. Set was installed in the old Power Station, but, owing to a mechanical defect for which the makers took full responsibility, little service had been obtained from it before the end of the year.

The present supply is by both Alternating Current and Direct Current. The transmission voltage of the former is 6,600 and the distribution voltage is by three-phase 400/230 volts at 50 cycles per second. The total installed capacity of the station is 397 K.W. The installed capacity of the D.C. station is 95 K.W. and distribution is by a two-wire system at 230 volts.



The total number of domestic consumers was 847, of whom 690 were supplied with A.C. and 157 with D.C. current. The D.C. supply is not generally metered and therefore the number of units consumed cannot be recorded. Charges for this service are at a flat rate based on the price of 45 cents per unit of estimated consumption. With regard to the A.C. supply, 352,889 units were consumed by 690 domestic users and 144,642 units by 16 industrial users, giving a total consumption of 497,531 units during the year. The tariff is 45 cents per unit for lighting, 20 cents a unit for power for the first 3,000 units and thereafter at 15 cents, and 30 cents a unit for bulk mixed light and power.

The electricity supply in Labuan has suffered consequentially from the delay in delivery of the new plant for Jesselton, since it is intended, on completion of the new Jesselton Power Station, to transfer the redundant generators to Labuan, together with the installation of one new large alternator. A new 50 K.W. generator was installed in Labuan, similar to that in Jesselton, but this too has given disappointing service. Once the difficulties have been overcome, an extended 16-hour supply will be introduced. Strict limitation of loading during peak hours has, however, been necessary. The total installed capacity of the plant is 122.5 K.W. There were 253 domestic users and 74,814 units of current were consumed. The supply is A.C. and the charges are the same as at Jesselton.

A public supply of electricity was started at Tuaran in June to serve the shophouses, Kent College and the Government Station buildings. The installed capacity consists of two National DA5 25 K.W. sets with a Ford V 8 22.5 K.W. set as a stand-by. Plans are in hand for the introduction of a third set to replace this stand-by, and its installation will coincide, it is hoped, with the opening of a new water supply for the town, the Pumping Station of which will be electrically powered. This should enable a 16-hour service to be given to consumers in this area.

#### *Commercial Power Stations*

Of the commercially or privately owned Power Stations, that at Sandakan is the largest, with a transmission voltage of 6,600 and a capacity of 1,196 K.W. The small stations at Kudat, Papar and Tawau have installed capacities of 50 K.W., 22.5 K.W. and 22.5 K.W. respectively.



## Communications

### HARBOURS AND SHIPPING

**T**HE principal ports are Labuan, Sandakan, Jesselton and Tawau, all of which have good anchorages for ocean-going ships. Labuan is the transshipment port for the Brunei Bay area, including the oilfields at Seria, while Sandakan is the main transshipment port for the East Coast, and is also the centre of the timber industry. Jesselton, the capital of the Colony and the only port of any size, other than Labuan, on the West Coast, is also the terminus of the railway which serves the coastal plain of the West Coast and the Interior. Tawau lies to the south-east, and its importance is growing with the development of the timber industry in that area.

Other ports are Kudat in the north, from which firewood shipments are made direct to Hongkong; Lahad Datu, which serves the Darvel Tobacco Plantations, Ltd., and is the official port of entry for vessels loading timber at Kennedy Bay and Bohian Island; and Semporna, which is mainly a fishing port, but also has a limited trade with the Sulu group of the Philippine Islands.

Wharfage available during 1953 was as shown below:—

<i>Port</i>	<i>Frontage</i>	<i>Capacity</i>
Labuan	680 feet	One 3,000-ton and 3 coastal vessels
Sandakan	650 "	One 3,000-ton and 2 coastal vessels
Jesselton	328 "	One 3,000-ton and 1 coastal vessel
Tawau	155 "	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 max. 500 tons (using mooring dolphins)

The main wharves at Labuan, Jesselton and Sandakan, all of which are in a dilapidated condition, are to be replaced within the next few years, and financial assistance for this programme



is being given by the U.S.A. Foreign Operations Administration. Construction of a new 400-ft. wharf at Labuan was commenced, and is expected to be completed in 1954. A tender for the new Sandakan wharf, which will be 600-ft. in length, has been accepted, and preliminary designs for the new Jesselton wharf are under consideration. During the year repairs and improvements were carried out to the Small Ships' Wharf at Labuan and to the wharf at Tawau. The latter is being extended to 235 feet.

14,318 vessels, of which 1,195 were ocean-going and 13,123 coastal, with a total gross tonnage of 3,342,394, an increase of 301,267 compared with 1952, entered and cleared the ports of the Colony during the year. 580,126 tons of cargo were handled against 571,643 tons in the previous year and 580,753 tons in 1951. Although there was an overall increase of 8,483 tons of cargo compared with 1952, tonnage over the wharves was 5% less, and this can be largely attributed to the load restrictions necessitated by the dilapidated condition of the majority of the wharves. Passenger embarkations and disembarkations numbered 74,185. A table giving detailed figures for the individual ports during 1951 and 1953 is at Appendix XII.

### *Shipping Services*

The shipping services operating during the year were as follows:—

The Straits Steamship Co.	—	A regular passenger and cargo service of 4 ships a month from Singapore calling at Labuan, Jesselton, Kudat and Tawau.
The China Siam Line	—	A monthly cargo-passenger service from Japan and Hong Kong calling at Labuan, Jesselton, Sandakan and Tawau, and sometimes at Kudat.
Indo-China Steam Navigation Company	—	A monthly cargo service from Hong Kong calling at Labuan, Jesselton, Sandakan and less regularly at Tawau.
Blue Funnel Line	—	In each case a monthly service with United Kingdom ports carrying general cargo and constructional material inwards and timber outwards.
The Glen & Shire Line	—	
The Ben Line	—	



The Eastern & Australian Steamship Company	—	Loading timber at Labuan and East Coast ports.
The Hoegh-Knutzen Line	—	Loading timber at Labuan and East Coast ports.
The Nederland Line Royal Dutch Mail	—	Loading timber at Labuan and East Coast ports.
Royal Rotterdam Lloyd	—	Loading timber at East Coast ports.
The Bank Line	—	Loading timber at East Coast ports.
The Australia-China Line	—	Loading timber at East Coast ports.
The Swedish East Asia Line	—	Loading timber at East Coast ports.
The Anglo-Saxon Petroleum Company	—	Calling at Labuan with bulk petroleum.
The Eastern Tradeship Ltd.	—	Between Labuan and Hong Kong, carrying stone inwards and timber outwards.
The North Borneo Shipping Company	—	A single-vessel cargo service to Singapore and Sarawak ports.

### *Coastal Shipping*

A regular feeder service by 7 vessels was maintained between the Colony and Brunei Bay ports by the Straits Steamship Company. Two vessels owned by Messrs. Liddell Bros. & Company carried timber from Sarawak to Labuan. One 200-ton vessel belonging to Messrs. Lo Bros. & Reynell Transportation Co. operated between Brunei, Sarawak and Labuan. A fleet of 11 L.C.T. type 300-ton vessels continued to be used solely by their owners, the British Malayan Petroleum Co., between the transshipment port of Labuan and the oilfields in Brunei and Sarawak. The same Company maintained a 5,000-ton storage lighter at Labuan for ocean vessel cargo storage. The Straits Steamship Co. employed two 100-ton lighters on towage work between Brunei and Labuan.



*Navigational Aids*

A new light on Berhala Island at the approach to Sandakan harbour came into operation in January. It has a range of 35 miles and is of 580,000 candle-power. Shortage of labour and supervisory staff continued to delay the establishment of a new light at Tanjong Labian to assist vessels rounding the Dent Peninsula. Routine maintenance was carried out of lights, beacons and buoys.

Her Majesty's Surveying Ship *Dampier* continued her survey of the Malawali Channel and discovered eight shoals not previously charted. H.M.S. *Dampier* also surveyed the approaches and timber-loading area at Kennedy Bay near Lahad Datu and an insert plan to the Darvel Bay Admiralty chart has subsequently been published.

*Government Launches*

During the year 12 Government sea-going launches were in use. These included six administrative launches (49,814 miles), two engaged in police anti-piracy and Customs preventive patrols (21,000 miles) and two general purpose and lighthouse-service launches (10,456 miles). In addition, a new Buoys and Beacons maintenance tender steamed 2,643 miles. This vessel, which was delivered in June, in replacement of the tender which stranded on a reef in 1952, is fitted with piling equipment to facilitate the erection and replacement of channel beacons. Also in use were a beaching craft for cargo, a Forest Department launch and three harbour launches stationed respectively at Labuan, Jesselton and Sandakan.

*Registration, Surveys and Training*

At the end of the year there were 7 vessels with a total gross tonnage of 3,613 on the Colony's register of British ships (Merchant Shipping Act. 1894) and 146 vessels with a gross tonnage of 8,845 on the local register of ships under the North Borneo Shipping Ordinance. 9,928 local craft, of which 6,428 were fishing boats, were licensed under the Boats and Fisheries Ordinance.

16 Certificates of Competency for local masters, mates and helmsmen, 58 Certificates of Competency for engine drivers, 122 Survey Certificates for marine service and registration and 41 passenger licences were issued.



At Labuan and Sandakan the officers and crews of merchant ships are signed on and off Articles in the presence of the respective Superintendents of Shipping, and during the year Articles were signed for 936 officers and seamen.

#### *Ship Repair Facilities*

Slipping and repair facilities in the Colony are still inadequate. 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. At the Government Slipway at Labuan approximately 76 vessels were slipped, totalling 2,907 gross tons, the majority being launches belonging to the North Borneo, Brunei and Sarawak Governments. Ship-building is at present confined to wooden lighters and native tongkangs. The industry is expanding, however, and some 1,400 gross tons were constructed during the year.

#### 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 Tenom, and beyond to Melalap, from which place an earth road connects with Keningau. From Beaufort a branch line, 20 miles in length runs down to the coast at Weston (connected by launch with Labuan). This branch serves further rubber estates and small-holdings.

The total length of the railway is 116 miles, and the Beaufort-Weston section was first opened in 1900. It is of metre gauge. The line was extended to Jesselton and Tenom in 1902. The whole system together with locomotives, rolling stock, machines, tools and general equipment degenerated from lack of maintenance and renewal during the enemy occupation period and also sustained severe damage from Allied bombing.

Considerable progress has been made towards the rehabilitation of the system. By the end of 1952 the main line between Jesselton and Beaufort had been relaid with 60-lb. rail, all major



bridges, including the 3-span bridge at Papar, had been repaired or rebuilt and the Pengalat tunnel had been widened and deepened to allow the use in future of standard metre-gauge locomotives and rolling stock. All this, to which must be added a limited rebuilding and replacement programme, constituted a great improvement, but much still remains to be done if there is to be any assurance of efficient and economic operation in the years ahead. A new programme has accordingly been drawn up and submitted for approval. It covers a 5-year period and provides for the completion of reconstruction, and also for a certain measure of development.

During 1953, which may be regarded as a year of stock-taking and future planning, relatively minor works only were undertaken. The low-lying permanent-way formation across the Klias Peninsula was raised 18 inches and ballasted as part of a programme to raise progressively long stretches of track passing through country liable to flooding. A flying ferry was made from a war-time Unicraft barge and put into service across the Padas River at Beaufort, where work also began on the replacement of the demolished ferry staging and approaches. Twin carriage-sheds at Beaufort South and some artisans' quarters at Tanjong Aru were rebuilt. Work continued on the reconstruction of the locomotive and carriage wagon works at Tanjong Aru, which were heavily damaged during the war. A 5-ton overhead crane was rebuilt and erected in the new boiler shop at Tanjong Aru, and further progress made with replacement of machinery in the works.

The present power and rolling stock position is as follows:—

	In Service 1953	Under Overhaul	Re- building	Await- ing re- building	Total
Steam locomotives ...	8	—	1	—	9
Diesel locomotives ...	3	—	—	—	3
Petrol locomotives ...	1	—	1	2	4
Railcars (6 seats) ...	4	—	—	—	4
Railmotor sets (52 seats) ...	2	—	—	—	2
Rail Jeeps ...	6	1	—	1	8
Coaching stock ...	23	—	—	9	32
Wagon stock ...	107	36	1	25	169



During the year one 4-6-4 Baltic tank locomotive was completely reconstructed and work was started on a second. Three coaches and ten wagons were rebuilt in the Carriage and Wagon Workshops.

The following table shows the traffic carried in 1953 as compared with the two preceding years:—

		Passenger journeys	Passenger miles	Goods tons	Goods tons miles
1953	...	418,000	5,760,000	32,750	1,765,000
1952	...	469,461	7,757,421	33,726	1,632,270
1951	...	521,570	8,137,459	35,450	1,659,759

Approximately half of the freight carried consisted of local products, mainly rubber, timber and agricultural produce. The comparative figures are:—

		T O N S		
		Rubber	Timber	Agricultural Produce
1953	...	7,010	8,029	1,519
1952	...	7,038	9,647	1,429

Comparative revenue figures for 1952 and 1953 are set out in the table below:—

		1952—actual	1953—estimated
		\$	\$
Passengers	...	500,350	480,000
Goods	...	538,320	580,000
Parcels	...	21,284	20,000
Mail	...	3,720	3,720
Livestock	...	6,144	5,000
Miscellaneous	...	37,148	25,000
		<hr/> \$1,106,966 <hr/>	<hr/> \$1,113,720 <hr/>

In 1953, there was a reduction of 11% in the number of passenger journeys, and the average passenger journey was also shorter, being 13.8 miles as against 16.5 miles in 1952. That passenger receipts were maintained within 4% of those of the previous year was due to the higher fares introduced in December, 1952. The satisfactory increase of \$42,000 in freight revenue



can be attributed partly to the revision upwards of certain charges at the end of 1952, and partly to a longer average haul in 1953 of 54 miles as compared with 48 miles. These factors compensated for a reduction of 2% in the weight of goods carried.

Recurrent expenditure during the year, which included a provision of \$150,000 for renewals, exceeded revenue by \$202,000, as compared with a corresponding deficit in 1952 of \$332,000.

#### ROADS

The mileage of roads and bridle paths in the Colony for 1952 and 1953 was:—

	1952 miles	1953 miles
(1) Metalled roads with bitumenised surface ... ..	162	172
(2) Other metalled roads ... ..	50	52
(3) Earth roads ... ..	192	213
(4) Bridle-paths six to eight feet wide	572	587

A much greater volume of traffic than they were designed to carry makes the task of maintaining the Colony's roads a difficult one. Although the labour position improved as compared with 1952, progress was less rapid than had been hoped.

In the Jesselton area work began on the reconstruction of the Jesselton-Tuaran road, and the metalling of the 30-mile road from Tuaran to Kota Belud continued. Feeder roads were built in a number of urban areas to serve housing estates and areas scheduled for development under town plans. Six miles have now been built of the Bukit Manggis road which will eventually run 12 miles from Papar to the foot of the Crocker Range, and will open up extensive new rice growing areas. At Sandakan 4.2 miles of the Sibuga road were reconstructed. This included the rebuilding of a three-span bridge and the strengthening of 12 smaller bridges. A survey was carried out for a road from Sandy Plain to Karamunting, the approximate distance of which will be  $1\frac{1}{2}$  miles. At Tawau half a mile was constructed of a road to Tanjong Batu, which will open up new land for cultivation. In the Interior a section of the earth road, from the rail terminus



at Melalap to Keningau, which in its present state often has to be closed after heavy rains, was metalled and sealed. Elsewhere in the Colony work was confined to the maintenance and improvement of existing roads.

Of the roads mentioned in the preceding paragraph, that from Jesselton to Tuaran, the Bukit Manggis Road, the Karamunting road and the Tanjong Batu road are being paid for from Colonial Development and Welfare Funds.

Mr. F. H. P. Williams, the Colonial Liaison Officer of the Roads Research Laboratory, visited the Colony in May and gave valuable advice.

Following an investigation by the Director of Road Transport, Federation of Malaya, in 1952, into the Colony's traffic problems, a Road Traffic Ordinance was enacted in the middle of 1953, one of the main purposes of which was to make possible a re-organisation of the transport services provided for the public. Under the new Ordinance, the Commissioner of Road Transport, who is the Commissioner of Police, has the power to regulate and control the use of public service and goods service vehicles in any area which has been declared by the Governor in Council to be a regulated area. The two urban centres of Jesselton and Sandakan, including their environs, were declared regulated areas. Individual owners of stage carriage vehicles, both buses and cars, were encouraged to form themselves into transport companies to whom monopoly licences were granted to operate stage carriage services over the main routes.

Although there were some initial difficulties, the transport companies are now operating satisfactorily and providing a better and more regular service to the public than existed previously. One of the effects of the new regulations has been to reduce the former excessive number of buses and taxis on the roads. Whereas there were 503 stage carriages and taxis independently operating in the Jesselton and Sandakan areas at the end of 1952, by the end of 1953 under the new operating conditions the number had been reduced to 216.



Comparative figures for 1950-1953 of the number of vehicles of all types licensed are as follows:—

Year		Cars *	Lorries	Motor Cycles	Bicycles
1950	...	798	310	387	12,521
1951	...	1,187	351	640	16,202
1952	...	1,457	443	860	19,739
1953	...	1,185	518	848	19,674

\* Includes taxis, buses, jeeps, landrovers and ambulances.

During the year 4,479 persons were issued with driving licences.

#### AIR COMMUNICATIONS

There was no increase in the frequency of international air services during the year, and it is apparent that the demands of the public are for the time being adequately met by the existing facilities.

The following services operated:—

<i>Company</i>	<i>Type of Aircraft</i>	<i>Route</i>	<i>Frequency</i>
Qantas Empire Airways	DC4	Australia — Labuan — Hongkong — Tokyo	Once weekly in each direction
Malayan Airways	Dakota	Singapore — Kuching — Sibu — Labuan — Jesselton — Sandakan	Five times weekly in each direction (1 service terminating at Jesselton)
Cathay Pacific Airways	Dakota	Hongkong — Manila — Sandakan — Jesselton — Labuan — Manila — Hongkong	Twice weekly
Garuda Indonesian Airways	Convair 240	Djakarta — Labuan — Manila	Once weekly in each direction *
K.L.M. Royal Dutch Airlines	DC4	Europe — Labuan — Australia	Infrequent charter flights *

\* No traffic rights within North Borneo.

During the year there were 6,457 movements of aircraft, of which 3,648 were at Labuan, 1,874 at Jesselton and 935 at Sandakan. The average for the Colony was 538 movements a month. A table will be found at Appendix XIII, giving details of movements of traffic on the international routes.



The three civil customs airports in the Colony are situated at Labuan, Jesselton and Sandakan. Of these, that at Labuan — an international airport — is the most important. It is capable of handling aircraft of up to Douglas DC4 standard and is also used as a staging point by the Royal Air Force. The Jesselton and Sandakan airports are capable of taking aircraft up to Dakota standard.

Because of heavy wear on the coral surface of the Labuan runway, the touch down areas at each end of the strip were surfaced with bitumenised macadam. Experiments are now being made with a view to improving the surface of the whole strip and strengthening it to carry heavier aircraft.

The installation of new radio equipment proceeded steadily. An MF.N.D. beacon installed at Jesselton has proved satisfactory and of considerable assistance to aircraft. At Sandakan, it is expected that a locator beacon on the airport will be in use before the end of 1954. The main beacon there will be put into operation when adequate power supplies become available. VHF transmitters and receivers are in operation at Jesselton, Labuan and Sandakan and, with the introduction during the year of the Feeder Service foreshadowed in last year's report, two-way Radio/Telephone for air traffic control was installed at Kudat, Tawau, Keningau and Ranau and will be introduced at Lahad Datu as soon as that strip is open to traffic. High Frequency Radio Telephone equipment will shortly be available for two-way communication between the feeder airstrips and the main airports and this will expedite the passage of air movement and other priority messages now transmitted over the public telegraph system of the Posts and Telegraphs Department. A VHF direction-finding system in process of installation at Jesselton, has been tested with satisfactory results. Similar equipment is awaiting installation at Sandakan. This facility will enable aircraft pilots to obtain bearings on the R/T circuit, in addition to those provided by the R.A.F. beacon at Labuan.

The Internal Feeder Air Service is operated by Sabah Airways, Ltd., as a joint venture with the Government. Proving flights in May were followed by a regular twice weekly service in June linking Sandakan and Jesselton with Kudat, Ranau and Keningau,



as soon as the airstrips at the three latter places had been completed. The Tawau airstrip was completed in September when a twice-weekly service with Sandakan was started. An airstrip at Lahad Datu, which will provide an intermediate stopping place on the Sandakan-Tawau route, is expected to be completed in 1954.

For the purposes of air traffic control, the feeder airstrips are equipped with VHF/RT, and the installation of HF/RT for point to point communication between airports will be completed early in 1954.

In November the Schedules were revised in the light of the experience gained during the first few months of operation. The services at the end of the year were:—

*Mondays and Thursdays:* Sandakan — Kudat — Jesselton

Ranau — Jesselton — Keningau — Labuan.

*Tuesdays and Fridays:* Labuan — Keningau — Jesselton

Ranau — Jesselton — Kudat — Sandakan.

*Wednesdays and Saturdays:* Sandakan — Tawau — Sandakan.

The re-organisation of the Civil Aviation Department continued, and it is anticipated that by the middle of 1954 there will be a full establishment of Air Traffic Control Assistants, the majority of whom will have undergone a course of training in Singapore. One Air Traffic Control Assistant, Special Grade, was sent to the United Kingdom for advanced training at Heathrow.

#### POSTS

There was a small increase in the volume of postal business in 1953 as compared with 1952. Although fewer Money Orders were issued, their value was higher than in the previous year. There was a substantial rise in air mail traffic, over a million articles being handled, but there was a corresponding decrease in the quantity of surface mail. The value of British Postal Orders sold and cashed was over 20% higher than in 1952, and there was an increase of more than 15% in the number of C.O.D. parcels.

North Borneo and Sarawak stamps bearing the overprint 'B.M.A.' were invalidated as from the 1st October, 1953. Holders of invalidated stamps could exchange them for stamps of the current issue before the 1st of January, 1954.



Revenue from the sale of stamps rose by approximately \$55,000, about \$40,000 of which came from the sale of a special 10-cent stamp released on June 3rd to commemorate Her Majesty's Coronation.

The Internal Feeder Air Service which started in May has greatly accelerated the interchange of mails within the Colony, and is being extensively used.

A new Post Office was established at Tuaran on the 1st October, 1953.

#### TELECOMMUNICATIONS

##### *Telegraphs*

All internal telegrams and those for Brunei and Sarawak were transmitted by the Telegraphs section of the Posts and Telegraphs Department. Telegrams for overseas were transmitted by Cable and Wireless Ltd., who, in Jesselton, receive over their counter and deliver the telegrams sent on their circuits. During the year the overseas radio-telephone service operated by this Company to Singapore and Hong Kong was extended to Australia.

Internal wireless telegraph circuits were maintained from Jesselton to Labuan, Ranau, Kudat and Sandakan and from Sandakan to Lamag, Lahad Datu and Tawau. There were land-line services to Papar, Beaufort, Tenom and Keningau and ship-to-shore services were provided at Jesselton, Labuan and Sandakan.

There was a slight increase in the number of telegrams sent, but the average number of words per telegram was less than in 1952. This was particularly noticeable in overseas traffic. Some 288,348 messages were handled on internal circuits, exclusive of messages concerning air movements and navigation.

##### *Radio-Telephones*

The radio-telephone circuits between Jesselton, Sandakan and Labuan continued in operation. Unfortunately it was not possible to allocate transmitters exclusively for this work and the service suffered in consequence.

##### *Aeronautical Services*

Control-tower equipment for Jesselton, Labuan and Sandakan to provide VHF and HF air-to-ground and station-to-station





(Mei Hwa Studio)

Local transport—a Bajau and his wife ford a river.



(Silver Star Studio)

Local transport (modern method)—the internal air service began regular flights in June.





(Happy Photo Service)

A musical trio—these girls are playing Dusun harps, known as "tangkonggan", fashioned from hollow bamboo.



(R. Knowles)

The serenity of age—A Dusun from the Papar District.



radio-telephony, has been received. New medium-powered beacons with large aerials were installed at Jesselton and a locator beacon at Sandakan, and HF W/T transmitters were installed at both places. A new transmitting station, the equipment for which has arrived but is not yet installed, was built at Labuan. VHF air-to-ground equipment was introduced at Tawau, Kudat, Lahad Datu, Ranau and Keningau. Point-to-point W/T circuits, both internal and external, continue to be operated.

### *Meteorological Services*

The meteorological equipment of the three main reporting stations where wind, temperature, pressure, humidity and rainfall are automatically recorded, has been sited close to the control towers of the aerodromes. Climatological information is collected from all over the Colony, records from 53 stations being published monthly in the official *Gazette*. Three-hourly synoptic observations are forwarded from Jesselton, Sandakan and Labuan to Singapore for the preparation of forecasts, while upper-wind measurements are taken at Labuan and Sandakan and forwarded to Singapore.

Plans have been prepared for the installation of a fourth synoptic station at Kudat.

### *Telephones*

Although the telephone services have expanded the demand is still far from being satisfied. In Jesselton, however, new cable has been laid and it will shortly be possible to connect a greatly increased number of subscribers in the centre of the Town. The old town exchange, now 30 years old, was overhauled and transferred to the growing suburb of Tanjong Aru. Plans for the eventual extension of the Jesselton exchange have been prepared.

Much of the equipment and cable for a new exchange on order for Sandakan has arrived.

The total number of telephones installed in the Colony increased from 743 to 965.

### *Broadcasting*

The Telegraphs section of the Department of Posts and Telegraphs continued to be responsible for the technical operation of Radio Sabah.



*Government Information Services,  
Broadcasting, Press and Films*

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INFORMATION SERVICES

THE Information Office moved into new premises in April, 1953. What were once the barracks of the Jesselton Police Station were redesigned and renovated to house the present reading room, library and office. The reading room is well equipped with magazines, periodicals and journals. A similar reading room on a smaller scale was opened during the year at Tawau and a reading room for Sandakan will be opened early in 1954.

At the end of 1953 there were 800 library readers registered as compared with 412 in 1952. Two-thirds of the readers were students. The number of books has been doubled and further expansion is planned. Book-box libraries were organised for a number of outstations. This service has proved most popular and its extension to other stations is contemplated. The library at Jesselton contains a useful reference section, for which statistical bulletins and Reviews are regularly received from the United Nations Organisation and its Specialised Agencies. Books which have proved of particular interest and assistance to visitors in search of information about the history of North Borneo are the "Woolley Collection", consisting of 81 books bequeathed to the Colony by the late Mr. G. C. Woolley.

An important function of the Information Office is to edit and distribute to the local Press the London Press Service prepared by the Editorial Department of the Central Office of Information, London. Special features on a wide variety of topics prepared by well-known authors and journalists found good acceptance. Ebonoid blocks supplied by the Central Office of Information covering such subjects as Commonwealth and Colonial Affairs, Trade and Industry, Social Services, Science and



Defence were also popular. Another function of the Information Office is to keep the Press informed through periodic press releases, of official policies and forthcoming events.

The Office continued to publish on alternate days its own News Summaries in Chinese and Malay, each with a total circulation of 550 copies.

Other activities include the distribution of pamphlets and posters, the sale of Government publications and the running of publicity stalls at the Annual Native Agricultural Shows and "Tamu Besar" (open air markets), which have become a popular feature in recent years in the principal native districts. During the year a series of recorded readings of English poetry and of Shakespeare were obtained by arrangement with the British Council, Singapore, and played at the Information Centre for the benefit of students and teachers of English. The Centre was also used for a series of health lectures given by members of the Medical Department and illustrated with films.

#### BROADCASTING

Broadcasting from the Posts and Telegraphs Department's transmitting station at Jesselton known as Radio Sabah, is still in the experimental stage, but some improvement was made during the year in the nature and scope of programmes. In addition to mid-day news, broadcasts in English, Malay and Chinese (Kuo-yu and Hakka) there were talks on subjects of topical interest and BBC transcription programmes were introduced.

Plans have been prepared and equipment is on order for a larger and more comprehensive broadcasting system, which, it is hoped, will be installed in 1954 under a C.D. & W. Scheme. The studio equipment, including fixed and mobile tape-recorders are expected early in 1954 and a new 5-7.5 kw broadcast transmitter is expected to be available a few months afterwards.

At the end of the year there were 2,706 listeners' licences.

#### PRESS

The only daily newspaper in English, the Sabah Times, began publication on 21st January, 1953, and by the end of the year had a daily circulation of approximately 1,000. The North



Borneo News, a weekly English paper, continued to be published in Sandakan with a circulation of 750. The one Chinese newspaper, a daily called the Hua Chiau Jit Pao (Overseas Chinese Daily News), improved in size and set-up and increased its circulation to approximately 1,000 copies.

A popular quarterly illustrated magazine is "Kinabalu", the editor of which is the Honorary Secretary of the Amateur Athletic Association. This magazine covers recreational and sporting activities throughout the Colony and enjoys considerable popularity.

#### FILMS

The Information Office Cinema Unit provides on an average four cinema shows a week in and around Jesselton. If the weather permits the shows are screened in the open air. Documentary and educational films are obtained from the Central Office of Information and also from the Malayan Film Unit, the Shell Film Unit and the United States Information Service, Singapore.

Commercial cinemas in the Colony obtain their requirements from distributors in Singapore. The number of such cinemas in the Colony by towns is as follows:—

Places				Theatre Projectors	Travelling Projectors
Jesselton	...	...	...	9	2
Tuaran	...	...	...	4	
Papar	...	...	...	4	2
Beaufort	...	...	...	4	
Tenom	...	...	...	2	
Labuan	...	...	...	3	—
Keningau	...	...	...	2	—
Sandakan	...	...	...	3	2
Tawau	...	...	...	3	2
Lahad Datu	...	...	...	4	—
Kudat	...	...	...	2	—
TOTAL				40	8

The travelling projectors serve a number of small townships and villages and also several of the larger estates where cinema shows are periodically provided by the management for the entertainment of the estate workers and their families.



# 13

## *General*

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### GEOLOGY

THE Geological Survey Office in Jesselton is part of the combined department for British Territories in Borneo. The recurrent expenditure of the North Borneo section of this department, amounting in 1953 to about \$59,500, is met from the Colony allocation from Colonial Development and Welfare Funds. The Deputy Director of the department is stationed in Jesselton and is responsible for routine work in North Borneo and all advisory work for Government and the public; he is also engaged in a reconnaissance survey of the Segama River and Darvel Bay area which is now nearing completion. One geologist is also stationed in North Borneo; he was on vacation leave for the first half of 1953, during which time he worked on North Borneo air photographs in the Photogeological Section of the Directorate of Colonial Geological Surveys for three weeks, and for the remainder of the year was principally engaged on the preparation of a memoir on the geology and coalfield at Silimpon, near Tawau. A second geologist was appointed in 1953 and is expected to arrive to take up his duties early in 1954 after completing a number of special courses in England. The junior staff of the office consists of two clerks, two draughtsmen, four field assistants, and an office messenger.

A report on the Geology of North Borneo by Professor M. Reinhard and Dr. E. Wenk was published by Her Majesty's Stationery Office, London, in 1951, as the first memoir of the department; the cost of printing, about \$9,000, was met from a special Colonial Development and Welfare grant, and some \$3,250 of this has since been recovered by sales. The proceeds of sales after March, 1954, will be credited to Colony revenue. During 1953, the authors of this book presented to the department the original reports and maps on which their account had



largely been based. These will be of very considerable value when the geological map of the Colony is being redrawn.

The Jesselton office is housed in 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; a relief model of North Borneo has been made and is being painted to show the geology of the Colony. The display of rock and mineral specimens was completely re-arranged in 1953 so as to demonstrate the geological evolution of North Borneo; this was announced in the press and resulted in visits from more than 130 school children from the Jesselton area. The museum also contains a library of reference books and a collection of records of past geological and mineral exploration which has proved an invaluable source of information for mining engineers and others on a wide variety of subjects. The office building also includes a workshop and a laboratory for the preparation and examination of rocks and minerals, and facilities for photographic work and draughting.

The Jesselton office was inspected by Dr. F. Dixey, C.M.G. O.B.E., Director of Colonial Geological Surveys and Geological Adviser to the Secretary of State for the Colonies, in April.

In November, Dr. F. H. Fitch, Deputy Director, represented British Territories in Borneo at the Eighth Pacific Science Congress in Manila. He presented a paper on Problems of Stratigraphy and Geotectonics in North Borneo which was well received and gave rise to valuable discussion among the eminent geologists present. This paper detailed the advances which have been made during the last four years in elucidating the succession of rock formations and the development of major rock structures in the Colony. A drastically revised succession for the older rocks was postulated, and it was shown that this has close affinities to the succession in the Philippines. It was further shown that North Borneo lies at the intersection of two major structural arcs swinging south from those islands. These apparently academic advances, in addition to providing a basis for further surveys, may prove to have considerable economic importance since a study of the mineral deposits of the Philippines may now be expected to afford valuable indications of the directions which



the search for minerals should take in North Borneo. The results of a preliminary appreciation along these lines suggest that the prospects of finding useful deposits of chromite and manganese in North Borneo are good, those of finding copper are moderate, and the chances of finding large deposits of gold are poor; there may be large deposits of lateritic iron ore which could be developed if a suitable smelting process could be devised. Areas worthy of the prospector's attention are the coast of Darvel Bay, the northern part of Sandakan Peninsula, the lower reaches of the Labuk River, the Balambangan-Banggi-Malawali group of islands, the Taritipan area on Marudu Bay, parts of Kudat Peninsula, and the surroundings of Mount Kinabalu, particularly its western foothills.

In October and November, Mr. P. Collenette, Geologist, was a member of the study group from Far Eastern countries which visited Australia to observe the development of low grade coal resources, in all stages from prospecting, through mining and processing, to final utilisation. This visit was organised by the Economic Commission for Asia and the Far East and financed by the Technical Assistance Administration.

Peat from the swamp south of the Benoni River, near Papar, was examined to see whether it could be used as a fuel for railway locomotives in place of wood or coal. The conclusion reached was that this is not at present a practical proposition as it would involve extensive modification of the locomotives; results of experiments in this direction elsewhere in the world are being watched, but meanwhile the peat has been shown by the Mineral Resources Division of the Directorate of Colonial Geological Surveys to be similar in heating power to that from other countries, and it might be a convenient form of fuel for some other purpose in the future, especially if it could be used near to its source. Doubtless deposits of peat in other parts of North Borneo, for example in the Krah Swamp near Kota Belud, could be similarly used as a local source of fuel.

Another possible source of fuel for North Borneo Railways was the coal seams near Weston. This coal is suitable for use in steam locomotives but, after a preliminary geological examination had been made, the area was surveyed by a mining engineer from



Malaya who reported that about 6,400 tons of coal could be obtained by opencast methods, with a chance of a further 6,000 tons, and about 48,000 tons by underground mining. It was decided that the chances of obtaining fuel economically from these seams did not justify further investigation which would have involved expensive drilling operations.

Recommendations have been made for the siting of bores for water for Sandakan, and it is hoped that the drilling will be done early in 1954 by contractors working under the supervision of the Public Works Department. The geological conditions are such that there is a good chance of success in finding adequate supplies of first class water.

A deep test well for petroleum is to be sunk by the Shell Company of North Borneo Limited south of Sitombok Lake on the Klias Peninsula; most of the preparatory work was completed in 1953. The company have also been making geophysical surveys on Dent Peninsula during the year. Valuable assistance to the Geological Survey was again given by this company in 1953, particularly in the determination and dating of fossils.

Future plans of the North Borneo section of the Geological Survey, British Territories in Borneo, include surveys of the Ranau and Taritipan areas; the latter is known to contain manganese deposits. The reconnaissance of the Segama River and Darvel Bay area will be completed. It is anticipated that memoirs on the latter and on the Silimpopon Coalfield and its surroundings will be ready for publication in 1954.



### PART THREE



The first step in the process of the nation's development was the establishment of a government. This was done by the signing of the Declaration of Independence in 1776. The document declared the colonies' independence from Great Britain and established the principles of self-government. The next step was the signing of the Constitution in 1787, which provided the framework for the federal government.

The Constitution established three branches of government: the executive, the legislative, and the judicial. The executive branch was headed by the President, the legislative branch by Congress, and the judicial branch by the Supreme Court. The Constitution also provided for the amendment process, which has been used to adapt the document to changing circumstances.

The early years of the nation were marked by challenges and growth. The country expanded its territory through the Louisiana Purchase and the acquisition of new states. The economy grew as trade and industry developed. However, the nation also faced internal conflicts, such as the Civil War, which tested the Union and resulted in the abolition of slavery.

The late 19th and early 20th centuries saw significant progress in various fields. The Industrial Revolution transformed the economy, leading to the growth of cities and the rise of a new middle class. The Progressive Era brought about reforms in government, education, and social welfare.

The 20th century was a period of global conflict and rapid technological advancement. The United States played a leading role in World War II, which solidified its position as a superpower. The Cold War followed, characterized by tensions between the United States and the Soviet Union.

The late 20th and early 21st centuries have seen continued growth and change. The United States has remained a major world power, facing new challenges such as terrorism and global climate change. The nation's history is a testament to its resilience and ability to adapt to changing circumstances.



## *Geography and Climate*

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**N**ORTH 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 its 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 20 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 districts 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 180 inches in different localities. In most parts of the country the wetter season occurs during the north-east monsoon from October to March, and the drier season during the south-west monsoon, from April to September, but there is no marked contrast between the two seasons except the direction and character of the wind—the north-east monsoon blowing steadily from the fore-noon to sun-down, and the south-west being remarkable for its sudden strong squalls. The typhoon belt passes just north of the Colony so typhoons are unknown, although severe rain-storms accompanied by high winds sometimes occur and thunder-storms are frequent.



## 2

### *History*

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**T**O a very great extent the history of Borneo is veiled in obscurity. It was known to the Arabs many years ago as a land rich in precious stones, gold and spices, and it is said that somewhere about A.D. 1300 the island was invaded by Kublai Khan. The traditions of Brunei and Sulu indicate that about this period there was established a Chinese settlement somewhere in the northern part of the island, and signs of early contact with Chinese civilisation still exist.

The first visits to the island of Borneo by Europeans were probably made by Spaniards and Portuguese. The companions of Magellan, after the death of their chief in the Philippines, called at Brunei in 1521; their historian, Pigafetta, left it on record that this city was then of considerable importance and contained no less than 25,000 families. A Dutchman visited Brunei in 1600, and the Dutch founded establishments in Borneo about that time. The first visit of an Englishman to the island seems to have been in 1665, when a certain Captain Cowley "visited a small island which lay near the north end of Borneo."

In 1773 the East India Company founded a station at Balambangan, an island to the north of Marudu Bay. This island and all the north-east promontory of Borneo had been granted by the Sultan of Sulu to Alexander Dalrymple in 1756, as a reward for procuring his release from Spanish captivity in Manila. The settlement at Balambangan was attacked by Sulus and Illanuns in 1775, and the garrison was forced to flee to Brunei, where the East India Company had another station. In 1803 the Company again formed an establishment in Balambangan, but shortly afterwards abandoned it, as well as the settlement in Brunei.

Meanwhile the Dutch had extended their influence and had acquired control of all but the northern and western portions of the island. By the beginning of the nineteenth century the north



and west had relapsed into a condition of lawlessness and decay. Here the Sultans of Brunei and Sulu exercised nominal control and farmed out the right of collecting revenue to natives of rank. These "farmers" settled at the mouths of the rivers, levied taxes on passing traders and plundered the inhabitants. On the coast there was a loose system of Islamic law and in the Interior natives settled their own disputes according to tribal custom. Head-hunting was rife, disease ravaged the country, and pirates ranged the seas.

These, in brief, were the conditions in the north and west when James Brooke visited the island in 1840 and was installed as Rajah and Governor of Sarawak in 1841. Foremost among the new Rajah's ambitions was the suppression of piracy. The principal piratical races at the time were the Illanuns, the Balagnini, the Bajaus and the Sulus, all living near the north of the island. Their vessels were of large size, sometimes reaching a burden of 60 tons and a length of 90 feet, and they were heavily armed. Their cruising grounds were extensive, covering the coasts of the Philippine Islands, Borneo, the Celebes, Sumatra, Java, the Malay Peninsula, and even the Bay of Bengal. They had settlements of considerable size in Marudu Bay and along the east and west coasts of North Borneo.

After several efforts, Rajah Brooke persuaded the British Government to take an interest in the suppression of this piracy, which was doing considerable damage to European shipping as well as to native craft. Several expeditions were sent against the pirate strongholds on the north coast during the years which followed, culminating in the destruction of Tunku on the east coast by H.M.S. *Kestrel* in 1879.

The modern history of North Borneo may be said to have begun in 1847, when the British Government concluded a Treaty of Friendship and Commerce with the Sultan of Brunei and acquired at the same time the island of Labuan, which became a Crown Colony with a Governor and other officers. A similar treaty was entered into in 1849 between Great Britain and the Sultan of Sulu, but was not ratified owing to the difficulties raised by Spain.



British and American traders now attempted to obtain a firmer footing in North Borneo, and in 1872 protracted negotiations with the Sultans of Brunei and Sulu led to the cession in perpetuity of a large area of the country to a private syndicate controlled by Mr. Alfred Dent and his brother. The cession was subject to certain annual payments to the Sultans. In 1881 a Liberal Government under Gladstone granted a Charter to the "British North Borneo Provisional Association, Limited." The Charter provided *inter alia*, that the new company should always be British in character. It prohibited the transfer of the benefits of the grants and commissions without the consent 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 over the company's proceedings, including the appointment of its principal representative in Borneo. The company undertook to abolish slavery, to administer justice with due regard to native customs and laws, and not to interfere with the religion of the inhabitants.

Following the grant of the Charter, the British North Borneo Company was formed in May, 1882 to finance the administration of the new state. A long diplomatic correspondence was necessary before the misgivings of the other European powers, in particular Spain and Holland, were finally allayed. In 1888 the state was created a British Protectorate, and from 1890 Labuan was, by request of the British Government, administered by the Government of North Borneo. This agreement ceased as from 1st January, 1906, the British Government having decided that it was necessary on grounds of imperial policy that Great Britain should resume direct responsibility for the administration of the Colony of Labuan.

Considering the lawlessness which prevailed before the British occupation, North Borneo has been remarkably free from unrest, though some trouble was encountered by the Company in the early years of its administration. Exploration of the newly acquired territories continued steadily and the little-known regions of the Interior were gradually penetrated and brought under control. Various enclaves of territory not included in that acquired from the Sultans were absorbed from time to time to knit the state into a compact whole of about 29,500 square



miles. Economically, the country went slowly ahead. Capital started to flow in, though not as freely as had been hoped, and settlers were encouraged to immigrate from China. The west coast railway was begun in 1896 and completed nine years later to link Jesselton with Weston in the south and Melalap in the Interior. A serious economic crisis was averted by the rubber boom in the early nineteen-hundreds, the land which the railway had opened up proving eminently suitable for the growing of rubber which became within a few years the mainstay of the country's economy.

In January, 1942, North Borneo was invaded by the 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, with very few exceptions, 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.



## Administration

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THE North Borneo Letters Patent, 1946, as amended by the North Borneo (Amendment) Letters Patent, 1950, 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 an Executive Council and Legislative Council 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 1953 are given at Appendix XIV. During the year there were eight meetings of the Executive Council and the Legislative Council met on four 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.

In September, 1952, the North Borneo Branch of the Commonwealth Parliamentary Association was formed as a subsidiary of the United Kingdom Branch of the Association. 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, 1953, the Branch had 24 members. A highly successful conference was convened in Jesselton from 31st January to 2nd February, 1953, to which delegates came from neighbouring Branches: 5 from Singapore, 2 from the Federation of Malaya, 4 from Sarawak and one observer from Brunei. The Commissioner General for the United Kingdom in South East Asia was also present.

The laws of the Colony are somewhat complicated, being in part those applicable to the old State of North Borneo and in part those of the Straits Settlements previously applicable to Labuan, together with certain proclamations issued after the liberation by the British Military Administration which are still in force, and new ordinances and rules and regulations which have been enacted and brought into force since civil Government was resumed in 1946. A considerable number of additional ordinances have recently been introduced including some to replace the more obsolete legislation. A Commissioner for Law Revision was appointed in 1951 to undertake the work of revising the laws which, with one or two special exceptions, will then be applicable to the whole Colony, including Labuan. The new revised edition of the laws is expected to be ready for publication in 1954.

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 Secre-



tariat 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.

In 1952 an Inland Revenue Officer was appointed to correlate the collection of Residents Tax, Company Tax, Trades Licence fees and other items of internal revenue. This officer is at present responsible to the Accountant-General, but his appointment may well mark the beginning of what will eventually become a separate Inland Revenue Department.

The Commissioner of Trade and Customs is charged with the collection of import and export duties, with the direction of preventive work and with the compilation of trade statistics.

Labour and Immigration problems have hitherto been dealt with in a single department under the Commissioner of Immigration and Labour. As from the beginning of 1954 the department is to be re-styled the Department of Labour and Welfare, and thereafter all immigration duties, including the issuing of passports, will be taken over by the Commissioner of Police.

The two departments of Posts and Telecommunications were unified in 1951 on the arrival of a substantive Director and with effect from 1st January, 1952, the official designation of the department was changed to that of Posts and Telegraphs.

The post of Administrator General was created in 1951 to perform the duties of Registrar of the High Court, Registrar of Companies and Registrar of Patents and Trade Marks. Early in 1952 he was made Commissioner of Estate Duties. In addition, he has been carrying out the duties of Custodian of Enemy Property, but this work is now virtually completed and he has been appointed Administrator of Japanese Property. As from February 1953, the Administrator General was appointed the Registrar General of Births and Deaths in the place of the Director of Medical Services. During the year, for purposes of practical convenience, the Registrar of Patents and Trade Marks, Singapore, was appointed the Registrar for North Borneo also, and all applications are now received in Singapore.



Other permanent departments are the Agricultural, Audit, Education, Forests, Geological Survey, Judicial, Lands, Marine, Medical, Police, Printing, Prisons, Public Works, Railway, and Survey. The Fisheries Department was closed early in 1953 and its activities have been taken over as far as is possible by the Agricultural Department. The sole remaining temporary department is that of Controller of Supplies, (including Food Control, Price Control and Padi Purchasing).

In the latter part of the year a critical examination of the Government's staffing position was undertaken by an official committee under the chairmanship of the Chief Secretary. It has made recommendations for a gradual reduction of staff in the case of some departments and for an amalgamation or re-arrangement of duties in others.

For local administration the Colony is divided into three Residencies, that of the East Coast, the West Coast, and of Labuan and the Interior, with their headquarters at Sandakan, Jesselton and Labuan, respectively. There are three District Officers in the East Coast Residency, at Sandakan, Lahad Datu and Tawau; five in the West Coast Residency, at Jesselton, Tuaran, Kota Belud, Kudat and Papar; and four in the Labuan and Interior Residency, at Beaufort, Keningau, Labuan and Tenom. In addition there are sub-districts in each Residency under the control of an Assistant District Officer or a Deputy Assistant District Officer.

Within each district and sub-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 their assistants are Assistant Collectors of Land Revenue and Assistant Commissioners of Labour.

The Rural Government Ordinance, enacted in 1951, provides for the establishment of local authorities in rural areas. These are empowered to control their own finances and make by-laws



for such purposes as improvement of agriculture, movement of live-stock, control and development of communal grazing grounds, fencing of land, control of markets, and measures to promote public health. The first such local authority has been set up in the Kota Belud District, and formally came into being on 1st January, 1952. It has 45 native members, all Native Chiefs or Village Headmen, under the presidency of the District Officer and the vice-presidency of the Deputy Assistant District Officer, who is a native. The President attends meetings only when invited to do so, and his main function has been to answer questions and to give advice, particularly at committee proceedings.

The record of the Local Authority during its first two years of existence has been one of considerable achievement. Four full meetings of the Local Authority were held during the year, all of which were well attended. In addition much useful work was done by the several committees notably Finance, Tamu, Education, Agriculture and Irrigation, and Live-stock Committees.

There is a Rural Board in Labuan established under the Municipal Ordinance of the Straits Settlements with power to make regulations in municipal matters and with limited financial responsibility for its own affairs.

In the other main towns of the Colony there are Sanitary Boards, constituted under the North Borneo Sanitary Boards Ordinance, 1931, whose members are nominated by the Governor and who function under the chairmanship of the District Officers except at Sandakan where there is a specially-appointed full-time Chairman. These Boards do not exercise financial control but are empowered to make by-laws relating to control of buildings, conservancy and hygiene, fire-fighting provisions, water supply, traffic control, etc., effective within the Sanitary Board areas subject to confirmation by the Governor.

In November a new Ordinance, the Municipal and Urban Authorities Ordinance, 1953, (No. 49 of 1953) was placed on the Statute Book. This represents a considerable advance on the Sanitary Boards Ordinance and provides for the creation of Township Authorities, Town Boards and Municipal Councils. It is planned that the two main urban areas of Sandakan and Jesselton shall be constituted Town Boards with considerable



financial control of their own affairs as from the beginning of July 1954. It is hoped that this step forward will encourage the growth of a civic consciousness and responsibility sufficient to justify the setting up of Municipal Councils at these centres in the not too distant future. The new Ordinance will come into force generally throughout the Colony on 1st January, 1955, by which date the future status of the existing Sanitary Boards under the new Ordinance will have been determined.

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.

The Standing Finance Committee consists of the Financial Secretary as *ex-officio* Chairman and five nominated members of Legislative Council representing all sections of the community. The function of this Committee is to scrutinize all votes entailing supplementary or unforeseen expenditure to be charged against the public funds of the Colony and to make recommendations thereon to the Legislative Council.

The Standing Development Committee includes all unofficial members of Council under the Financial Secretary as Chairman. This Committee scrutinizes all local development and welfare schemes recommended to Government as suitable for assistance from Colonial Development and Welfare Funds.

The Central Town and Country Planning Board consists of five *ex-officio* members and five persons nominated by the Governor under the chairmanship of the Development Secretary. The functions of this Committee are to advise on all major matters of policy affecting town planning and it has certain important statutory functions under the Town and Country Planning Ordinance, 1950. All town plans prepared by local Town Planning Committees are scrutinized by this Board before submission to the Governor in Council for approval.

The Rubber Fund Ordinance of 1950 provided for the setting up of a Rubber Fund Board consisting of three official and six unofficial members, representing all interested parties under the chairmanship of the Director of Agriculture. The function of this Board is to advise Government on matters relating to the



rubber industry, and, on the recommendation of the Board, a cess was imposed with effect from 15th October, 1950, on all rubber exported from the Colony at the rate of one quarter of one cent per pound. The fund provided by this cess is used for research purposes, and for other services calculated to promote the welfare of the rubber industry.

The Fisheries Advisory Board, the terms of reference of which were to advise and assist the Director of Fisheries in the formulation of policy relating to the management and development of the fishing industry of the Colony has ceased to meet following the closing down of the Fisheries Department.

The Labour Advisory Board is constituted on a tripartite basis consisting of four members representing various Government interests, with the Commissioner of Labour as Chairman, four members representing employers' interests and four members representing employees' interests. The Board affords opportunities for employers and workers to discuss their problems before advising the Government on matters concerning labour.

The Board of Trustees of the War Victims Fund was set up in 1949 under the War Victims Fund Ordinance to deal with applications for relief arising out of the Japanese occupation. Such relief work includes the approval of subsistence grants, contributions to school fees, the supply of rice and special food and rehabilitation grants. It consists of three *ex-officio* members and eight other representative members nominated by the Governor, with the Resident, West Coast, as Chairman.

The Scholarships Advisory Board under the chairmanship of the Director of Education, and with four other representative members, meets to select suitable candidates for scholarships for advanced education abroad.

An Advisory Committee for Education was 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. It is the function of the Committee to advise the Director of Education and keep him in touch with current thought on educational matters.



During 1953 the Liberation Educational Trust fund was established, with a capital of \$2 million, derived from a part of the proceeds of the former Japanese assets in the Colony. The Trustees of the Fund are the Chief Secretary and the Financial Secretary, whose duty it is to invest the capital and to pay the sums received by way of interest to a Committee of Management, under the chairmanship of the Director of Education, for disbursement on scholarships and similar educational purposes.

It was decided during the year to form a Social Welfare Council, which will consist of 10 members under the chairmanship of the Commissioner of Labour and Welfare. The main tasks of the Council will be to co-ordinate social welfare work in the Colony and to advise the Government generally on social welfare matters. The Council is expected to be appointed early in 1954.

During the year a standing conference of the 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. It is intended to hold meetings of the Conference bi-annually. Two meetings were held in 1953, the first at Kuching in April and the second at Jesselton in September, at which a number of matters of mutual interest were discussed, including regional Colonial Development and Welfare projects, co-ordination of procedure of Post and Telegraphs Departments and broadcasting. The Conference also laid down a procedure for inter-territorial meetings at departmental level, and several such meetings have since been held.



## Weights and Measures

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**I**MPERIAL 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



## 5

### Reading List

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#### NORTH BORNEO GOVERNMENT PUBLICATIONS

(Obtainable from the Information Officer, Jesselton, North Borneo,  
or through the Crown Agents for the Colonies,  
4 Millbank, London, S.W.1)

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

*Departmental Annual Reports*.

*The Laws of North Borneo*, 1884—1946. 3 volumes. Reprinted  
1948. Price \$60 per set.

*The Laws of North Borneo*, 1947. 1 volume. Printed 1950.  
Price \$5.00.

*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 Tambunan and Ranau, West Coast Residency.*
- No. 6. *Kwijau Adat; Customs Regulating Inheritance amongst the Kwijau Tribe of the Interior.*

\*(also obtainable from H.M. Stationary Office)

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- BURBRIDGE, F. W. *The Gardens of the Sun.* Murray, 1880.
- COOK, OSCAR (R.M.O.) *Borneo, Stealer of Hearts.* Hurst and Blackett, 1924.
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## TABLE OF APPENDICES

	<i>Page</i>
APPENDIX I — List of Councils, Statutory Boards and Standing Committees ...	160
„ II — Colonial Development and Welfare Grants and Expenditure ...	161
„ III — Labour Statistics ...	163
„ IV — Statement of Assets and Liabilities as at 31st December, 1952 ...	165
„ V — Rates of Estate Duty ...	166
„ VI — Estimated Acreage of the Colony's Main Crops ...	167
„ VII — 1951 Census; General Literacy Rates per mille ...	168
„ VIII — Education Statistics ...	169
„ IX — Record of Work of the Courts of the Colony ...	172
„ X — Police Statistics ...	175
„ XI — Prison Return ...	177
„ XII — Shipping Statistics ...	178
„ XIII — Aircraft Movement and Passenger Statistics ...	179
„ XIV — List of Executive and Legislative Council Members ...	180
„ XV — General Return of Revenue, Expen- diture, Trade and Population ...	182



## APPENDIX I

COUNCILS, STATUTORY BOARDS AND STANDING  
COMMITTEES

Executive Council.

Legislative Council.

Standing Finance Committee.

Standing Development Committee.

Central Town & Country Planning Board.

Rubber Fund Board.

Board of Trustees of the War Victims Fund.

Kent College Advisory Committee.

Scholarships Advisory Committee.

Advisory Committee for Education.

Advisory Committee for Technical Education.

Trade School Advisory Committee.

Liberation Education Committee.

Kota Belud Local Authority.

Labuan Rural Board.

Sanitary Boards in 14 towns.

Town Planning Committees.

Hospital Visiting Committees.

Visiting Justices to Prisons and Lock-ups.

Prison Visiting Committees.

Boards of Control, Pauper Institutions.

Leper Settlement & Welfare Committee, Leper Colony  
Berhala.

Chinese Advisory Committees.

Labour Advisory Board.



## APPENDIX II

COLONIAL DEVELOPMENT AND WELFARE GRANTS  
AND EXPENDITURE

Details of Expenditure	Amount in Scheme	Actual Expenditure up to 1952	Revised Estimates 1953
	\$	\$	\$
CENTRAL ALLOCATIONS—			
R.158, R.158A to C Malaria Research ... ..	380,191	259,303	—
R.321, R.321A and B Sociological Research ... ..	27,883	25,014	—
R.475, R.475A and B Forestry Research ... ..	195,285	31,033	45,299
D.1501 & D.1501A—Aeronautical Telecoms ... ..	638,479	295,282	197,702
D.1532—Meteorological Services	234,000	83,411	150,589
D.1835—Broadcasting ...	214,287	—	32,000
BORNEO TERRITORIES JOINT ALLOCATIONS—			
D.823, D.823A & B—Coal Investigation ... ..	193,547	193,547	—
D.915, D.915A to C—Labuan Airfield ... ..	317,871	317,847	—
D.1496—North Borneo Census	165,976	118,498	21,000
NORTH BORNEO ALLOCATIONS—			
R.86 —Fisheries ... ..	34,286	26,707	—
D.721 —Town Planner ... ..	47,337	46,990	—
D.774 —Visit of Geologist ... ..	9,857	3,101	—
D.797, D.797A & B—Drainage and Irrigation Department ...	1,213,892	383,773	194,054
D.798 —Veterinary Officer ... ..	38,571	30,472	—
D.857 & D.857A—Trade School	199,554	149,791	49,763
D.906 —Fisheries Department	222,857	135,145	—
D.914 & D.914A—Jesselton and Sandakan Airfields ... ..	608,571	607,890	—
D.955 —Rubber Clonal Seed Nursery ... ..	17,143	13,856	—
D.979 & D.979A & B—Forest Surveys & Silviculture ... ..	796,160	302,260	192,510
D.1043—Tambunan Malarial Experiment ... ..	15,000	10,596	—
D.1068—Rubber Commission ... ..	20,571	20,481	—
D.1077—Hemp Disease Control	114,000	86,034	—
D.1109C—Geological Survey ... ..	120,000	—	45,000
D.1158 & D.1158A—Road Construction ... ..	3,657,000	888,008	547,602
D.1177—Geology Report ... ..	9,857	8,956	901
D.1195 & D.1195A—Forestry Training ... ..	53,720	25,922	9,935



## APPENDIX II—(cont.)

Details of Expenditure	Amount in Scheme	Actual Expenditure up to 1952	Revised Estimates 1953
	\$	\$	\$
NORTH BORNEO ALLOCATIONS—(cont.)			
D.1254—Town Planning ...	105,060	81,676	—
D.1271, D.1271A & B—Expansion of Veterinary Department ...	274,153	99,000	113,080
D.1315—Mechanised Rice Inves- tigation ...	62,366	20,130	19,640
D.1384, D.1384A & B—Teachers Training College ...	1,483,500	806,271	124,691
D.1406—Maternity & Child Welfare ...	310,200	132,539	78,650
D.1425 & D.1425A—Agricul- tural Expansion ...	275,657	137,891	46,391
D.1522—Maintenance of Aero- dromes ...	111,857	86,993	—
D.1529—Hill Crop Agricultural Station ...	48,257	—	—
D.1531—Medical Dispensary & Health Launch Service ...	43,885	9,470	10,028
D.1538—Fisheries Department	330,200	311,108	19,068
D.1571—Farm School ...	106,757	—	—
D.1578—Papar-Benoni Irrigation	88,000	51,076	30,000
D.1646 & D.1646A—Sandakan Hospital ...	1,247,143	831,736	415,407
D.1722—Kudat Hospital ...	409,715	99,378	310,337
D.1727—Feeder Air Services ...	386,850	238,912	127,488
D.1777—Papar-Benoni Irrigation, North & South Banks ...	777,000	142,148	250,000
D.1793—Marudu Bay Rice ...	83,229	83,229	—
D.1800—Stock Development Officer ...	120,185	274	57,907
D.1791—Hospital Equipment ...	144,070	33,344	80,726
D.1829—Water Supply, Tuaran	210,000	—	96,000
D.1835—Broadcasting ...	36,430	—	—
D.1878—Keningau Hospital ...	392,000	—	50,000
D.1885—Training of Agricultural Subordinates ...	12,955	—	1,505
TOTAL ...	\$21,087,997	\$7,229,092	\$3,317,273



## APPENDIX III

## 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

*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

\* 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 31-12-53				
Type of Employment	Places of Employment	Chinese	Indo-nesians	Natives	Others	Total
Estates ...	57	1,605	1,890	6,706	991	11,192
Industry and Commerce ...	105	3,665	503	4,365	943	9,476
Government Depts.	70	569	71	2,745	94	3,479
TOTAL ...	232	5,839	2,464	13,816	2,028	24,147



## APPENDIX III—(cont.)

## C—ESTATE WORK

Type of Estate			Places of Employment	NUMBER OF WORKERS AT 31-12-53				Total	
				Chinese	Indo-nesians	Natives	Others		
Rubber	...	...	50	988	1,572	6,110	141	8,811	
Hemp	...	...	4	396	146	285	431	1,258	
Tobacco	...	...	1	177	127	242	419	965	
Copra	...	...	2	44	45	69	—	158	
TOTAL			...	57	1,605	1,890	6,706	991	11,192

\* \* \*

## D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

Type of Undertaking	No. Regtd. employers at 31-12-53	NUMBER OF WORKERS AT 31-12-53					Total
		Chinese	Indo- nesians	Natives	Others		
Timber-logging, sawmilling, firewood-cutting, etc. ...	40	1,522	393	3,576	663	6,154	
Wholesale trading grading, packing ware-housing, stevedoring, transportation, etc. ...	23	560	60	465	116	1,201	
Building and other construction ...	29	1,258	5	204	10	1,477	
Fishing ...	2	72	43	28	50	193	
Miscellaneous ...	11	253	2	92	104	451	
TOTAL ...	105	3,665	503	4,365	943	9,476	



# APPENDIX IV STATEMENT OF ASSETS & LIABILITIES AS AT 31ST DECEMBER, 1952

LIABILITIES		ASSETS	
	\$		\$
DRAFTS & REMITTANCES .. .. .	4,192.95	CASH:—	
DEPOSITS .. .. .	1,080,855.51	With Banks .. .. .	1,284,647.81
SPECIAL FUNDS:—		British North Borneo (Chartered)	
Custodian of Property .. .. .	6,356,770.37	Company Notes Redeemed .. .. .	303,590.71
Custodian of Property No. 2 Account .. .. .	6,493,036.79	With District Treasuries .. .. .	99,595.27
Rubber Fund Board .. .. .	230,962.63	In Transit .. .. .	106,188.39
State Bank of North Borneo, Sundry .. .. .	249,320.95	Joint Miscellaneous Fund .. .. .	398.57
Deposits .. .. .	209,395.69	With Agents .. .. .	28,795.22
North Borneo Widows' and Orphans' .. .. .		Joint Colonial Fund .. .. .	797,142.86
Pension Fund .. .. .			2,620,358.83
Colonial Scholars (C.D. & W. Scheme .. .. .		SPECIAL FUNDS INVESTMENTS:—	
D694) .. .. .	5,568.95	Rubber Fund Board .. .. .	170,000.00
Chee Swee Cheng Scholarship Fund .. .. .	4,745.20	North Borneo Widows' and Orphans' .. .. .	203,989.08
North Borneo Central Library Bequest .. .. .	3,176.83	Pension Fund .. .. .	4,699.50
Resident Scholarship Fund, Government .. .. .	3,140.00	Chee Swee Cheng Scholarship Fund .. .. .	3,176.83
English School, Labuan .. .. .	2,603.18	North Borneo Central Library Bequest .. .. .	
Wee Guan Toh Scholarship Fund .. .. .	4,756.02	Fund .. .. .	
Pauper Fund .. .. .	575.63	Resident Scholarship Fund, Government .. .. .	3,140.00
Japanese Assets Realisation Fund .. .. .	723,157.86	English School, Labuan .. .. .	2,385.00
Colonial Development and Welfare Grants .. .. .		Wee Guan Toh Scholarship Fund .. .. .	
			387,390.41
		Sulplus Funds Investments .. .. .	11,779,079.14
OTHER GOVERNMENTS AND ADMINISTRATIONS .. .. .		ADVANCES:—	
GENERAL REVENUE BALANCE:—		Sundry .. .. .	1,081,241.25
Surplus 1st January, 1952 .. .. .	9,835,938.61	Controller of Supplies .. .. .	2,197,120.31
Less Surplus and Deficit Account (1952) .. .. .	7,726,661.79		
	2,109,276.82		
Less Depreciation of Investments (1952) .. .. .	66,355.11		
Balance as at 31st December, 1952 .. .. .	2,042,921.71		
	\$18,065,189.94		\$18,065,189.94

NOTE:—(a) The above statement does not include the liability of \$1,397,211.42 in respect of a Loan-in-Aid from United Kingdom Treasury utilized in payment of War Damage Compensation.

(b) An amount of \$172,217.19 is due from Colonial Development & Welfare Funds in respect of under-issues on Schemes in 1952.

(c) An amount of \$43,655.42 is due from Economic Co-operation Administration funds in respect of a grant from that source approved for the building of wharves at Labuan, Sandakan and Jesselton.



APPENDIX V  
RATES OF ESTATE DUTY

Where the principal value of the estate		At the rate per centum of	
	\$	\$	
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.



## ESTIMATED ACREAGE OF THE COLONY'S MAIN CROPS

DISTRICT	Rubber	Coconuts	Wet Padi	Dry Padi	Hemp
<b>WEST COAST—</b>					
Kudat	...	19,170 acres	1,480 acres	4,000 acres	— acres
Kota Belud (including Ranau)	...	191 "	8,170 "	7,300 "	— "
Tuaran—Tenghilan	...	387 "	5,050 "	2,100 "	— "
Jesselton—Inanam	...	80 "	1,600 "	450 "	— "
Penampang—Putatan	...	241 "	5,200 "	400 "	— "
Papar	...	132 "	7,000 "	400 "	— "
		"	28,000		
		"	500*		
<b>TOTAL</b>	<b>48,716</b>	<b>20,201</b>	<b>29,000</b>	<b>14,650</b>	<b>—</b>
<b>EAST COAST—</b>					
Labuk and Sugut	...	300 "	1,175 "	1,950 "	— "
Sandakan	...	5,019 "	5 "	— "	— "
Kinabatangan	...	407 "	20 "	1,150 "	25 "
Lahad Datu (including Tungku)	...	6,136 "	10 "	600 "	600 "
Semporna	...	634 "	— "	450 "	— "
Tawau	...	8,000 "	65 "	50 "	3,820 "
<b>TOTAL</b>	<b>28,511</b>	<b>20,496</b>	<b>1,275</b>	<b>4,200</b>	<b>4,445</b>
<b>LABUAN AND INTERIOR—</b>					
Keningau	...	10 "	3,000 "	1,700 "	— "
Tambunan	...	— "	3,900 "	2,500 "	— "
Tenom	...	— "	955 "	1,000 "	— "
Beaufort (including Mempakul)	...	460 "	3,330 "	1,900 "	— "
Kuala Penyu	...	2,500 "	820 "	— "	— "
Sipitang	...	460 "	1,000 "	1,160 "	— "
Labuan	...	1,500 "	935 "	— "	— "
Pensiangan	...	— "	— "	4,500 "	— "
<b>TOTAL</b>	<b>41,630</b>	<b>4,930</b>	<b>13,940</b>	<b>12,760</b>	<b>—</b>
<b>GRAND TOTAL</b>	<b>118,857</b>	<b>45,627</b>	<b>44,215</b>	<b>31,610</b>	<b>4,445</b>

\* Dry padi grown on the flat—yield approximately equals wet padi.



## APPENDIX VII

## 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 VIII

## EDUCATION STATISTICS

A—ANALYSIS OF PUPILS BY RACE AND NATIONALITY  
AS AT 30TH SEPTEMBER, 1953

COLUMN I		COLUMN II			
EUROPEAN	...	European	...	60	
		Eurasian	...	118	
		TOTAL	...	—	178
DUSUN	...	Dusun	...	3,354	
		Kwijau	...	31	
		TOTAL	...	—	3,385
MURUT	...	Murut	...	469	
BAJAU	...	Bajau	...	728	
		Illanun	...	30	
		TOTAL	...	—	758
OTHER INDIGENOUS	...	Orang Sungei	...	95	
		Brunei & Kedayan	...	1,512	
		Bisaya	...	313	
		Sulu	...	176	
		Tidong	...	11	
		Sino-Native	...	510	
		TOTAL	...	—	2,617
CHINESE	...	Hakka	}	15,885	
		Cantonese			
		Hokkien			
		Teochew			
		Hailam			
		Other Chinese			
		TOTAL	...	—	15,885
OTHERS	...	Native of Sarawak	...	—	
		Malay	...	—	
		Indonesian	...	—	
		Indian & Pakistani	...	229	
		Native of Philippines	...	—	
		Others	...	584	
		TOTAL	...	—	813
GRAND TOTAL				...	24,105



## APPENDIX VIII—(cont.)

## B—ENROLMENT BY STAGES 1946—1953

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

\* \* \*

## C—PROPORTION OF BOYS TO GIRLS 1947—1953

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

\* \* \*

## D—NUMBER OF REGISTERED TEACHERS 1948—1953

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



## APPENDIX VIII—(cont.)

## E—NUMBER OF SCHOOLS OPEN 1946—1953

Year		Gov't	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

\* includes 5 night schools.

+ includes 6 night schools.

@ includes 2 night schools.

× includes 3 Local Authority schools previously included as Gov't.  
and one English night school.

\* \* \*

## F—ENROLMENT ALL SCHOOLS 1946—1953

Year		Gov't.	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



## APPENDIX IX

## RECORD OF WORK OF THE COURTS OF THE COLONY

A—A COMPARATIVE STATEMENT OF CASES DEALT WITH  
DURING 1952 and 1953 BY THE HIGH COURT

HIGH COURT	Criminal		Civil	
	1952	1953	1952	1953
1. Original Jurisdiction ... ..	55	43	61	105
2. Revisional ... ..	65	20	11	3
3. Appeals from Magistrates' Courts ...	78	56	14	7
4. Appeals to the Court of Appeal ...	20	5	4	5
5. Appeals from Commissioner of Lands and Assistant Collectors of Land Revenue ... ..	—	—	2	1
6. Appeals from the Sanitary Board ...	—	—	3	2
7. Miscellaneous Suits ... ..	—	—	12	41
	218	124	107	154

\* \* \*

B—STATEMENT OF ORIGINAL JURISDICTION CRIMINAL CASES DEALT WITH  
DURING 1953 BY THE HIGH COURT

Year	No. of cases tried	No. of Persons		No. OF PERSONS ON WHOM SENTENCES WERE PASSED	
		Convicted	Acquitted or discharged	12 months or over	6 months or over
1952 ...	55	47	19	27	6
1953 ...	43	33	14	15	2

\* \* \*

C—STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1953 BY HIGH COURT

Year	No. of suits dealt with	Value of suits	Fees Collected
1952 ...	61	\$317,776.00	\$3,157.00
1953 ...	105	290,590.00	4,267.00



## APPENDIX IX—(cont.)

## D—PROBATE AND ADMINISTRATION

	No. of Suits dealt with	Value of Suits		Estate Duty Collected	Fees Collected	
		1952	1953	1952	1952	1953
High Court	45	\$583,245.00	\$454,859.00	\$19,992	\$225.00	\$150.00

\* \* \*

E—COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH  
DURING 1952 AND 1953 BY MAGISTRATES' COURTS

MAGISTRATES' COURTS	No. of cases tried	NO. OF PERSONS		NO. OF CASES IN WHICH SENTENCES WERE PASSED			
				Acquitted or discharged		Over 12 months	
		1952	1953	1952	1953	Over 6 months	1952 1953
West Coast Residency	2,011	1,555	2,184	1,569	275	241	5 31
East Coast Residency	1,228	918	1,399	972	237	149	17 16
Labuan and Interior Residency	356	326	317	330	61	49	3 14
TOTAL	3,595	2,799*	3,900	2,871	573	439	25 53

\* Warrant cases 485.

\* Summons cases 2,314.



## APPENDIX IX—(cont.)

F—COMPARATIVE STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1952 AND 1953 BY MAGISTRATES' COURTS

			No. of Suits dealt with		Value of Suits		Fees Collected	
			1952	1953	1952	1953	1952	1953
					\$	\$	\$	\$
West Coast Residency	...	...	346	340	41,342	43,408	3,894	3,912
East Coast Residency	...	...	265	381	35,393	67,500	3,179	6,824
Labuan and Interior Residency	...	...	116	173	16,940	12,793	1,845	1,637
TOTAL			727	894	93,675	123,701	8,918	12,373

\* \* \*

G—COMPARATIVE STATEMENT OF COMPANIES REGISTERED  
DURING 1952 AND 1953

				1952	1953
Companies Incorporated outside the Colony	...	...	...	21	17
Companies Incorporated in the Colony	...	...	...	9	4
Companies dissolved	...	...	...	—	—



## APPENDIX X

## POLICE STATISTICS

*A*—OFFENCES AGAINST THE PERSON

Year		Murder	Culpable Homicide	Attempted Murder	Grievous Hurt	Rape	Other Offences	Total
1951	...	10	1	4	53	2	119	189
1952	...	7	—	3	19	5	70	104
1953	...	7	1	2	13	—	39	62

\* \* \*

*B*—OFFENCES AGAINST PROPERTY

Year		Robbery	House Breaking	Major Theft	Minor Theft	Other Offences	Total
1951	...	76	10	59	540	109	794
1952	...	10	16	29	478	141	674
1953	^ ...	9	9	46	396	93	553

\* \* \*

*C*—NUMBER OF POLICE CASES REQUIRING ACTION

Year		Reported	Brought to Court	Resulting in Conviction	Number of Persons
1951	...	4332	3119	2666	3224
1952	...	4048	3006	2710	3315
1953	...	3112	2301	2083	2846



## APPENDIX X—(cont.)

## D—JUVENILE AND YOUNG OFFENDERS CONVICTED

OFFENCES UNDER THE PENAL CODE	AGE GROUPS											
	7-10		10-12		12-14		14-16		16-18		18-20	
	M	F	M	F	M	F	M	F	M	F	M	F
S 160 ... Affray ...	—	—	—	—	—	—	—	—	1	—	1	—
" 285 ... Negligent Conduct with Respect to Fire	—	—	—	—	—	—	—	—	—	—	1	—
" 279 ... Rash and Negligent Driving ...	—	—	—	—	1	—	—	—	—	—	2	—
" 304A ... Causing Death by Rash & Negligent Act	—	—	—	—	—	—	—	—	—	—	—	—
" 324 ... Causing Hurt by Dangerous Means ...	—	—	—	—	—	—	—	—	—	—	1	—
" 379-380 ... Theft (Major) ...	—	—	—	—	—	—	—	—	1	—	—	—
" 379-380 ... Theft (Petty) ...	—	—	2	—	3	—	1	10	—	—	12	—
" 411-414 ... Receiving Stolen Property ...	—	—	1	—	—	—	—	—	—	—	—	—
" 447-450 ... Criminal Trespass ...	—	—	—	—	—	—	1	—	—	—	—	—
" 447-450 ... Other Offences (Non-Seizable) ...	—	—	—	—	—	—	2	—	3	—	5	—
" 266 C.P.C. ... Police Supervision ...	—	—	—	—	—	—	—	—	—	—	1	—
" 266 C.P.C. ... Traffic Ordinance ...	—	—	—	—	—	—	10	—	—	—	31	1
" 266 C.P.C. ... Other Ordinances ...	—	—	—	—	—	—	22	1	41	5	56	5
TOTAL ...	—	—	3	—	12	—	41	2	77	5	110	6







## APPENDIX XII

## SHIPPING STATISTICS

PORTS	SHIPPING Gross Tons		CARGO HANDLED IN TONS Wharf		Total		PASSENGERS	
	1952	1953	1952	1953	1952	1953	Disembarked	Embarked
Sandakan	992,652	1,122,575	75,196	59,699	209,191	204,489	10,271	8,621
Labuan	813,886	1,048,255	72,537	78,720	179,440	223,780	8,894	8,956
Jesselton	445,501	347,501	61,708	56,606	69,706	56,843	7,150	5,704
Tawau	355,730	346,333	24,000	27,654	59,121	46,969	8,699	1,423
Kudat	275,153	255,454	12,478	13,387	17,030	15,356	3,453	2,333
Lahad Datu	72,288	130,234	9,709	8,087	17,171	17,587	2,874	2,741
Semporna	69,614	72,988	4,049	3,201	14,650	9,939	1,446	1,620
Miscellaneous	16,303	19,054	3,472	3,601	5,334	5,163	—	—
TOTAL	3,041,127	3,342,394	263,149	250,955	571,643	580,126	42,787	31,398
Increase	—	301,267	—	—	—	8,483	—	—
Decrease	—	—	—	12,194	—	—	—	—



## APPENDIX XIII

## AIRCRAFT MOVEMENT AND PASSENGER STATISTICS

	AIRCRAFT			PASSENGERS			FREIGHT (LBS.)			MAIL (LBS.)		
	In	Out	In	Out	Transit	In	Out	Transit	In	Out	Transit	
Labuan	1,824	1,824	7,478	7,695	6,072	361,336	164,173	330,889	51,189	50,278	176,316	
Jesselton	937	937	6,218	6,349	1,834	149,589	167,893	93,774	25,494	24,782	20,129	
Sandakan	469	466	3,267	2,958	688	122,113	53,892	28,601	23,638	17,615	1,696	
TOTAL	3,230	3,227	16,963	17,002	8,594	633,038	385,958	453,264	100,321	92,676	198,141	



## APPENDIX XIV

## A—MEMBERS OF EXECUTIVE COUNCIL AS AT THE END OF 1953

His Excellency the Governor (MAJOR-GENERAL SIR HERBERT RALPH HONE, K.C.M.G., K.B.E., M.C., T.D.)

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

- |   |   |  |
|---|---|--|
| „ | „ | the Attorney-General (C. E. PURCHASE, Q.C.)    |
| „ | „ | the Financial Secretary (A. N. GOODE)          |
| „ | „ | G. ROBERTSON, O.B.E. (Resident, East Coast)    |
| „ | „ | R. G. P. N. COMBE, M.C. (Resident, West Coast) |
| „ | „ | PHILIP LEE TAU SANG, O.B.E.                    |
| „ | „ | J. MITCHELL, C.B.E.                            |
| „ | „ | R. B. LUTTER                                   |
| „ | „ | O. K. K. MOH'D. YASSIN BIN HAJI HASHIM, M.B.E. |



APPENDIX XIV (*cont.*)*B*—MEMBERS OF THE LEGISLATIVE COUNCIL AS AT THE END OF 1953*President:*

His Excellency the Governor (MAJOR-GENERAL SIR HERBERT RALPH HONE, K.C.M.G., K.B.E., M.C., T.D.)

*Ex-Officio Members:*

The Honourable the Chief Secretary (B. J. O'BRIEN, C.M.G.)  
 „ „ the Attorney-General (C. E. PURCHASE, Q.C.)  
 „ „ the Financial Secretary (A. N. GOODE)

*Official Members:*

The Honourable G. ROBERTSON, O.B.E. (Resident, East Coast)  
 „ „ R.G.P.N. COMBE, M.C. (Resident, West Coast)  
 „ „ O. K. K. TAMBAKAU, M.B.E.  
 „ „ R. M. WOOD (Director of Public Works)  
 „ „ J. L. GREIG (Director of Agriculture)  
 „ „ L. R. BARNETT-SMITH (Commissioner of Trade and Customs)  
 „ „ J. M. WILSON (Director of Education)  
 „ „ J. E. LONGFIELD O.B.E. (Resident, Labuan and Interior)  
 „ „ A. M. GRIER (Development Secretary)

*Nominated Members:*

The Honourable J. C. BRYANT, O.B.E.  
 „ „ PHILIP LEE TAU SANG, O.B.E.  
 „ „ J. MITCHELL, C.B.E.  
 „ „ CHAN TIAN JOO, O.B.E.  
 „ „ B. S. WILLIE, M.B.E.  
 „ „ CHUNG CHAO LUNG  
 „ „ G. S. SUNDANG, M.B.E.  
 „ „ O. K. K. MOH'D. YASSIN BIN HAJI HASHIM, M.B.E.  
 „ „ O. K. K. MOH'D. UGI BIN ALI  
 „ „ R. B. LUTTER



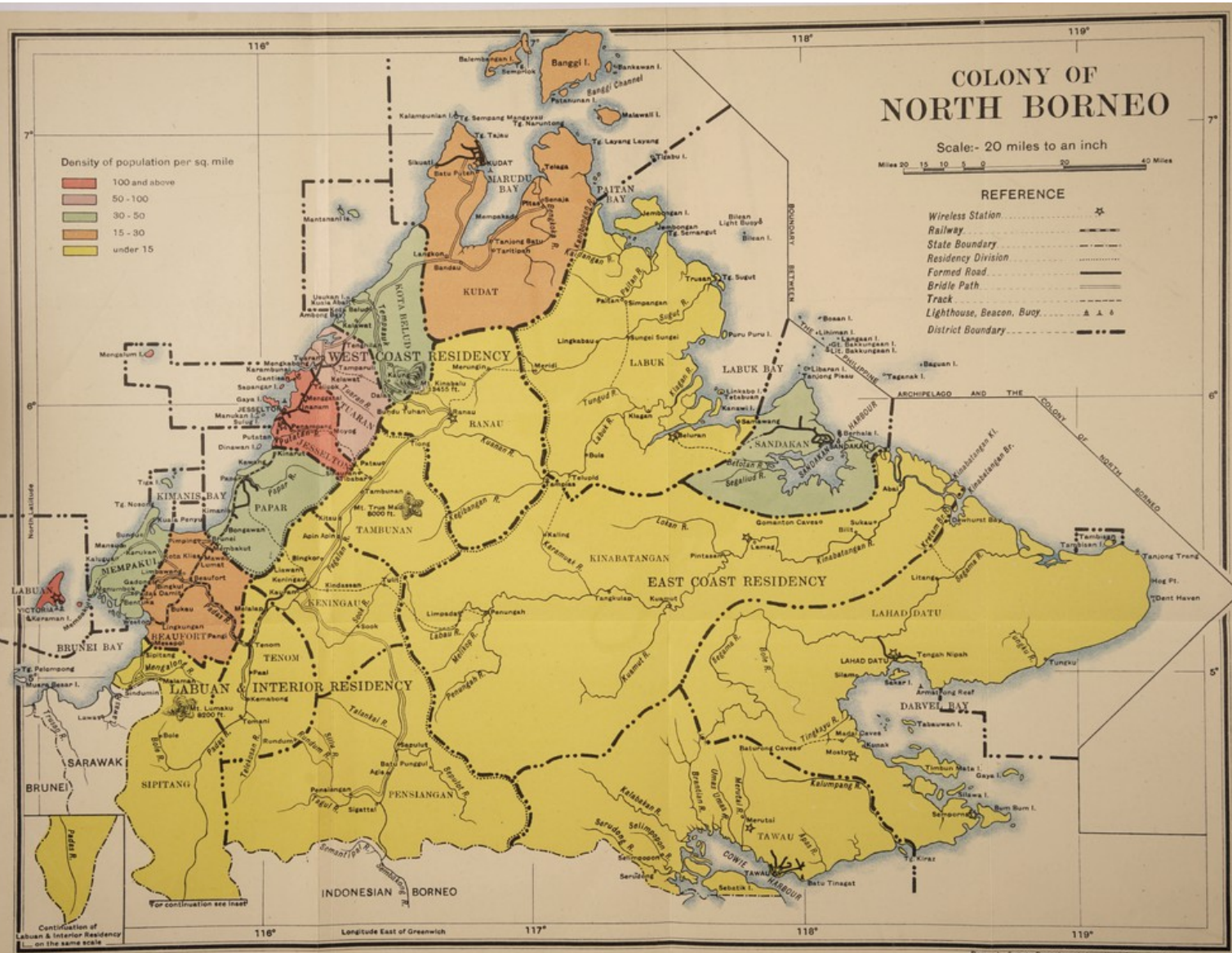
## APPENDIX XV

GENERAL RETURN OF REVENUE, EXPENDITURE,  
TRADE AND POPULATION

YEAR	Revenue	EXPENDITURE		TRADE		Estimated Population
		Annually Recurrent	Special & Extra-ordinary (Capital)	Imports	Exports	
	Millions of dollars	Millions of dollars		Millions of dollars		
1890 ...	.4	.3	.2	2.0	.9	67,062
1900 ...	.6	.4	1.1	3.2	3.3	104,527
1910 ...	1.8	.8	.3	3.8	4.6	208,183
1921 ...	3.2	2.0	1.6	7.7	7.9	257,804
1931 ...	2.5	2.0	.3	3.8	7.0	270,223
1935 ...	2.7	1.8	.3	4.8	8.2	284,813
1940 ...	4.2	2.1	.3	10.0	20.3	309,776
1947 ...	6.8	4.6	6.9	20.5	17.0	331,000
1948 ...	8.0	6.4	4.5	25.4	30.0	336,000
1949 ...	11.0	7.6	9.4	34.0	37.7	345,000
1950 ...	16.7	9.4	7.8	46.0	92.0	351,000
1951 ...	25.0	11.6	12.6	70.2	113.7	334,141 *
1952 ...	23.4	13.9	17.0	70.3	64.7	348,404
1953 ...	23.0	14.2	14.1	70.0	60.2	360,612 †

\* 1951 Census. † Estimated population on 31-12-53.





Drawn by Survey Department, Jesselton, Colony of North Borneo



