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INFORMATION FROM NON-SELF-GOVERNING TERRITORIES:
SUMMARY AND ANALYSIS OF INFORMATION
TRANSMITTED UNDER ARTICLE 73 e OF
THE CHARTER. REPORT OF THE
SECRETARY-GENERAL

Summary of information transmitted by the Government of the
United Kingdom of Great Britain and Northern Ireland 1/

In accordance with paragraph 4 (a) of General Assembly resolution 218 (III), the Secretary-General has prepared the following full summary of information transmitted in 1952 showing the progress made over the past three-year period in respect of economic, social and educational conditions.

The information has been classified under the main sections contained in parts II to IV of the revised Standard Form approved by General Assembly resolution 551 (VI).

The present summary relates to information transmitted in respect of the Gilbert and Ellice Islands, North Borneo and the Solomon Islands.

1/ This summary is also submitted to the Committee on Information from Non-Self-Governing Territories.

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GILBERT AND ELLICE ISLANDS

The total land area of the Gilbert and Ellice Islands is approximately 375 square miles. At the 1947 census the composition of the population was as follows:

Micronesians	29,293
Polynesians	5,066
Europeans	304
Chinese	142
Others	565
	<hr/>
	35,370

In 1951 the population was estimated at 39,000.

ECONOMIC CONDITIONS

General

Progress in commercial development through the co-operative movement was well maintained in 1950 and 1951. The price of copra has followed world trends but the steady rise has been offset by the rapid increase in import prices. In general, however, the economic outlook was good for a one-crop economy.

Agriculture and livestock

The resources of the Colony are so limited that copra production is the only commercial agriculture. There are no government departments for agriculture, veterinary services, forestry or fisheries; such small work as may arise in any of these matters is dealt with by the District Administration. The Colony pays a proportion of the expenses of the Fiji Agricultural Department and can obtain advice and assistance from that source. There are no accurate figures available on agriculture or livestock.

Land has always been of greater significance to the islanders than can be attributed to its economic value. Land ownership is associated with social prestige, and also a person with little or no land is liable to be left uncared for in old age. Insecurity and uncertainty of title, which was undoubtedly one of the more serious deterrents to development of the land, has now been reduced to negligible proportions. There are however serious defects of the tenure system which are still militating against the best use being made of land. These include absenteeism, joint ownership, fragmentation and the absence of leasehold tenure to enable the land-hungry to live off the surplus holdings of big land owners and so counter the waste of land due to maldistribution.

For the past five years the Colony has had a Chief Lands Commissioner, either two or three Lands Commissioners, and twelve local clerical assistants. The Commission has studied the land tenure problem by carrying out surveys on the settled islands and is now promoting better land utilization. The method adopted has been to bring home to the islanders by discussion how their present system obstructs the full development and use of land and thus to make them receptive to proposals to modify the system by legislative amendment. Such modifications as have been found acceptable so far have been incorporated in provisional Land Codes which have been formulated for all the islands settled to date. In September 1950, the Native Lands (Lease) Ordinance No. 4 of 1940 was considerably amended to facilitate the leasing of land between indigenes and it is hoped that this will become a common practice.

During 1951 a survey was conducted in the Gilbert Islands under the auspices of the South Pacific Commission; it included an investigation of the natural resources of coral atolls and of their potential economic development. An expedition under the auspices of the United States Pacific Science Board

investigated life on a dry atoll.

Forestry

Production is limited chiefly to coconut and pandanus woods, which are used locally for house construction.

Fisheries

Fish is a vital food to the people of the islands. The local market is almost completely satisfied by individual fishing.

Mining

Phosphate of lime is mined on Ocean Island. Production for 1951 was 221,250 tons (provisional). Production will have to improve by some 100,000 tons a year to attain the 1940-41 export tonnage; it is hoped that with continuing steady reconstruction the pre-war figure will be reached within the next two or three years.

Power

There are two government and four privately owned electric light plants.

Industry

Phosphate mining and village handicrafts are the only industries. The chief types of handicraft products are woven work and objects made from shells, coconuts, palm wood and fish teeth. The co-operatives buy such wares for local sale and export.

Transport and communications

Roads: All-weather roads are 40 miles in length and other roads 160 miles.

Railways: There are two miles of narrow gauge railway in the Ocean Island phosphate field.

Air: There is a civil airfield at Canton Island and an emergency landing field at Tarawa. Scheduled landings at Canton Island exceed 60 a month.

Sea: Arrivals and departures of overseas ships for 1951 were 139 and 136 respectively.

Postal service: The central post office is at Tarawa, with a district post office at each district headquarters and sub post offices on the majority of the inhabited islands.

Telecommunications: In 1949 there were 19 government radio stations operating in the Colony. There are also some private radio stations. The trans-Pacific cable from Australia to Canada, operated by Cable and Wireless Limited, has a relay station at Fanning Island.

Public Finance

	<u>1948-1949</u> (actual) EA 1/	<u>1950</u> (firm estimate) EA	<u>1951</u> (revised estimate) EA
Expenditure	276,368	280,467	323,751
Revenue	260,234	250,014	251,774

Banking and credit

The Government Savings Bank which opened in 1948 has progressed satisfactorily. EA 66,000 was on deposit on 31 December 1951.

International trade

The principal imports (rice, flour, cotton piece-goods and manufactured

1/ The local currency is the Australian pound, which equals 16s.8d (sterling) or US \$ 2.24.

articles) are obtained from Australia and Fiji. Phosphate is exported to Australia and New Zealand, and copra almost entirely to the United Kingdom.

SOCIAL CONDITIONS

General

The Colony combines Micronesians (Gilbertese) and Polynesians (Ellice Islanders) in one administration. The two races live in separate island groups, but where contact is common - at Colony Headquarters for instance - inter-marriage is quite frequent and relations amicable. Racial discrimination does not exist.

Status of women

The Government and the missions are giving increasing attention to the education of women and in particular to their training in domestic duties, motherhood and professional nursing.

Labour and employment conditions

The principal categories of employment are phosphate mining (Ocean Island), copra production, and government services. At the end of 1950 the British Phosphate Commission was employing about 1200 persons, the plantations at Fanning over 250, Pan-American Airways about 90, and the Government over 1000 (including 550 employed part time in the Native Governments.)

There is no Labour Department in the Colony; duties connected with recruitment and labour inspection are performed by Administrative Officers. Under the Labour Ordinance, disputes are referred to a Deputy Commissioner who is empowered

to adjudicate and reconcile the parties. Although a Trade Unions and Trade Disputes Ordinance was enacted in 1946, there is no demand for the establishment of trade unions and none have yet been formed. At the end of 1951 the new Labour Ordinance was enacted; it accords with the most modern practices.

Co-operative societies

The commerce of all the 27 islands in the Colony with domiciled indigenous population is now entirely in the hands of registered co-operatives or trading societies awaiting assistance and registration as co-operatives. The whole economy of this area is thus controlled by the indigenes through their co-operatives under the care of the Resident Commissioner as Registrar, and by the Resident Commissioner and Advisory Committee of the Colony Wholesale Society, which was due to be registered as a co-operative at the end of 1951. The policy of this Society and of the co-operatives affects the wage structure and cost of living throughout this major part of the Colony.

Standard of living

The cost of living index quarterly figures for Colony Headquarters were as follows:

	(Base 1939 = 100)		
	<u>Dec. 1950</u>	<u>March 1951</u>	<u>June 1951</u>
Expatriate	229.06	231.35	238.47
Local	135.68	137.99	141.93

Social security and welfare

There is a comprehensive system of native welfare, supported by government activity in medicine and education and by mission workers in schools and

churches. On the privately owned or operated islands the commercial organizations provide social welfare facilities. There is little juvenile delinquency and it is unlikely that it will ever become a problem.

Prevention of crime and treatment of offenders

The islanders are extremely law-abiding. In 1950 and 1951 there were no cases of a serious nature apart from a few assaults on the person.

Public health

Medical and health personnel were as follows:

	<u>Government</u>	<u>Private</u>
Registered physicians	2	2
Assistant medical practitioners	15	-
Nurses of senior training	1	2
Nurses trained locally	8	-
Partially trained nurses	18	10
Male medical orderlies (dressers)		
trained locally	40	-
Partially trained dressers	18	10
Pharmacists	1	1
Others (warders, partially trained technicians, etc.)	6	-

Private medical and health personnel provide part-time services to the Government.

The expenditure on public health in 1951 was EA 38,395, or 16 per cent of the total expenditure of the Colony.

Public health institutions were as follows:

General hospitals	3
Cottage hospitals	2
Dispensaries	27

Assistant medical practitioners, some stationed in the larger islands and some travelling, instruct the indigenous inhabitants in the value of hygiene and sanitation. The senior medical representative on each island is a member

of the Island Council and he advises on and enforces the various Island Regulations dealing with health matters. In all the Ellice Islands and in some of the Gilberts, women's committees also assist in keeping the villages and houses clean by regular inspections, and advise the local medical staff of all cases of illness. Advice in child welfare and general hygiene is published in the local periodicals. More indigenous nurses are being trained in ante-natal work, midwifery and child welfare, and on graduation are stationed on the larger islands.

EDUCATIONAL CONDITIONS

General

Primary education is largely in the hands of missions which provide a free and rudimentary education for the bulk of the people of the Territory. Village education is compulsory between the ages of 7 and 16. The principal objective of current policy is to re-establish King George V school at Tarawa, to develop government-controlled island schools, and to encourage the development of mission education.

The Education Department is at present in charge of an education officer. The government establishment will ultimately consist of a senior education officer, two expatriate assistants, and a staff of at least 25 assistant master who will undertake primary and post-primary education as well as the inspection of the mission schools. A scheme for co-operation with missions, begun in 1948 provides for the improvement of education in village schools; in return for government aid, the missions provide a trained expatriate teacher who concentrates on educating prospective village teachers.

Expenditure on education in 1951 was EA 9,506, or 4 per cent of the total expenditure of the Colony.

The numbers of schools, pupils and teachers at the end of 1950 were as follows:

	<u>Primary schools</u>	<u>Pupils</u>	<u>Teachers</u>
Maintained from Colonial or Local Government funds	4	469	19
Aided from Colonial or Local Government funds	235	7,531	194
Other schools	1	8	1
Total	240	8,108	214

Mission schools consist of several different types of institutions, such as training establishments, boarding schools, women's schools, and the village schools where most of the inhabitants receive their education. In the four government schools the standard of education is higher than in many of the mission schools.

There is at present no secondary education in the Colony. Under a Colonial Development and Welfare grant students are maintained overseas. In 1951, four Gilbertese students were being trained at the Teachers Training College, Fiji. Since 1949, nine Colony students have passed through the Fiji Training College; eight have returned to the Colony as assistant masters, and one has been sent to New Zealand for further training.

NORTH BORNEO

The area of North Borneo is about 30,000 square miles. The population in 1931 and 1951 was as follows:

	<u>1931 (census)</u>	<u>1951 (census)</u>
Indigenous	205,218	241,831
Chinese	50,056	74,374
Other Asians	21,555	16,723
Europeans	647	1,213
Total	<u>277,476</u>	<u>334,141</u>

ECONOMIC CONDITIONS

The main feature in the economy of North Borneo during the past three years has been the rapid and continuing expansion of trade. The value of imports and exports rose from 71 million dollars ^{1/} in 1949 to 138 in 1950 and 184 in 1951.

The economy of the Colony is based mainly on rubber; the record export figure of 114 million dollars (almost 7 times the 1947 figure) was largely due to the abnormally high price of rubber in 1951. However, increases in the value of other exports (timber by 57 per cent, firewood by 50 per cent, copra by 25 per cent, and cutch by 16 per cent) also contributed to the high level of trade.

The Colony's dependence on the rubber industry is a matter of concern to the Government, which continued in 1951 to promote schemes for diversifying the country's economy. Most important were the first steps, taken

^{1/} The local currency is the Malayan dollar, which equals 2s.4d. (sterling) or US \$ 0.325.

in 1951, to encourage and promote a free and more rapid development of the Colony's timber industry, which it is hoped will eventually contribute substantially to the achievement of the balanced economy at which the Government is aiming.

In general the trade boom brought prosperity to people of all classes, whose standard of living continued to improve in spite of a steady rise, checked in part by Government controls, in the cost of living.

The main difficulties with which the Colony was faced in implementing its comprehensive Development Plan during the year were shortages of materials and labour. The labour problem has engaged the constant attention of the Government, but so far it has not proved possible to relieve the shortage to any substantial extent. Nevertheless encouraging and solid progress was made in providing the Territory with the foundations of social and economic advancement.

Agriculture and livestock

The Department of Agriculture is organized on a regional basis; agricultural officers, assistants and subordinates are responsible for all aspects of agriculture within their respective areas. One agricultural assistant, qualified in entomology, is engaged in insect pest control in addition to other duties. The principal function of the Veterinary Division is the study and control of animal disease and the improvement of livestock by selection and breeding.

The greater part of the Territory is covered with largely primary jungle, unpopulated and without communications other than jungle tracks and rivers. Most of the population is settled in the Residencies of the West Coast and

the Interior. The East Coast, apart from centres such as Sandakan, Tawau, Lahad Datu, Semporna and the riverine villages of the Labuk and Kinabatangan, is largely uninhabited. The total area under cultivation is estimated at 276,000 acres. Pasture areas exist in the Kota Belud district and in the Keningau plain, but are of secondary importance.

With a view to soil conservation, a special committee has examined the problem of shifting cultivation, a prime factor in soil erosion. The committee's recommendations will assist in the formulation of future policy.

Land tenure is affected by the Government's policy of protecting the interests of the indigenes, who are given grants in perpetuity instead of leases for limited periods up to 99 years. There are two forms of tenure: leases available to all and Native Titles available to indigenes (who include all aboriginal inhabitants of the Malay Archipelago and the children of such inhabitants). No lease for Town Land may be for more than 99 years.

The area opened up by indigenes (excluding village reserves) is about 128,695 acres, almost all on individual title. In general, the land occupied by indigenes is rice land, land with fruit trees interspersed with secondary undergrowth, bamboo, sago, coconuts or rubber, land bearing coarse grass, or any combination of these. Apart from these settled areas large numbers of the indigenes living in the hills still practice shifting cultivation.

All unalienated land is the property of the Crown. The total area of gazetted forest reserves is 466,148 acres. In addition there are scheduled, but not yet gazetted, forest reserves of a total area of 112,068 acres. Excluding town areas, non-indigenous inhabitants occupy approximately 545,915 acres. Of this area 305,630 acres are European-owned, some 10,457 acres are ex-enemy (Japanese) property, and practically all the balance of

229,328 acres is occupied by Chinese or persons of Chinese descent. The European-owned land is generally used for large-scale commercial crops such as rubber, tobacco and Manila hemp. The balance occupied by Chinese or persons of Chinese descent and other Asians is generally used for rubber, coconuts, rice or vegetable gardens.

The acreage of the main crops in 1951 was as follows:

	<u>Acres</u>
Wet rice	44,573
Rice rice	<u>31,524</u>
Total rice	76,097
Rubber	118,857
Coconuts	45,627
Hemp	7,585

In view of the existing land tenure system, the indigenes are settled on the land as a free and independent peasantry; as a result there is little or no indebtedness between landlord and tenant. There is however evidence of a certain amount of indebtedness between the peasant and the village shopkeeper. This problem is being watched. If measures were taken locally to remove this indebtedness, the village shopkeeper, who provides a considerable service to his clients, would have to be replaced by some organization set up by the Government, which at present could not be regarded as practicable.

The Government Padi Purchase Scheme, initiated in 1949 with the object of buying up surplus padi direct from the growers and of storing it as food reserve, was continued throughout the year. Although milling of some of the earlier padi purchased was undertaken, and the farmers this season had

less surplus padi in their bins to sell to the Government, the total stockpile was maintained at a satisfactory level.

A Rubber Fund Board, established in 1950 and representative of all rubber interests in the Colony under the Chairmanship of the Director of Agriculture, continued its work during the year. North Borneo, through the Board, became a subscriber to the Rubber Research Institute of Malaya, the Rubber Development Board and the British Rubber Producers' Research Association, thereby participating in the benefits accruing from the work of these bodies.

A small agricultural station on Labuan Island has ceased operation, and efforts have been concentrated on establishing and developing a Central Agricultural Station at Tuaran, a padi station at Inanam, and a padi test plot at Keningau. The Central Station will be the main centre for agricultural investigation and extension work in the Colony.

Forestry

The period since the second world war has been one of reconstruction for the forest industry, which is next to rubber in the value of its exports. Although the value of forest products produced and exported is several times that of pre-war years, the quantities are less. The demand for forest products, particularly timber, has exceeded productive capacity owing to the shortage of labour and difficulty in obtaining sawmilling and logging equipment to replace that which was destroyed during the war. As a dollar earner, timber has played a very small part mainly because of the higher prices paid for timber and other forest produce in soft currency areas, which has resulted in little incentive to North Borneo producers to export to hard currency

countries. Mangrove extract (cutch) on the other hand has been and continues to be a valuable dollar earner, and this industry has made a rapid recovery.

The total area of forest is 18,745 square miles, or 63.78 per cent of the total land area.

Production of timber was as follows:

	<u>1949</u>	<u>1950</u>	<u>1951</u>
Cubic feet	5,601,557	6,283,446	7,112,725

The record production (1937) was 11,075,001 cubic feet.

Fisheries

Fishing is one of the Territory's main industries; in addition to supplies for local markets, a considerable quantity of marine products is produced for export. The quantities and values of these exports were as follows:

<u>Quantity</u> (tons)			<u>Value</u> (\$ 1000's)		
<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>
1,163	1,215	1,253	872	972	1,032

The activities of the Fisheries Department were expanded considerably by the establishment of a Fisheries Office in Labuan, which has made possible a far closer contact with the fishing industry of the West Coast. At both the headquarters in Sandakan and the Labuan office, technical inquiries have been received in increasing numbers, particularly on the adaptation of local fishing craft for the use of low h.p. inboard marine engines, cold storage of marine products, financing of fishing enterprises, and the utilization of fish waste products. The survey of the prawn fishery of Labuk Bay continued during 1951, and there are indications that restriction of fishing

is having a beneficial effect on this industry.

Fish farming experiments are continuing, and as soon as the initial field tests have been completed stocks of two species of fish will be available for distribution to peasant farmers for rearing in their wet rice fields.

Mining and mineral oils

At the end of 1951 the new building for the Jesselton office of the Geological Survey Department was nearly completed. It will include a museum, library, workshop and laboratory. The recompilation of records of past geological and mineral exploration has been completed, and a certain amount of new material added. These records now form an invaluable source of information on the resources of the Colony and provide an excellent basis for the planning of future exploratory work.

The geological survey of the Silimpoen coalfield and nearby Serudong River is nearing completion. From detailed work at Silimpoen, it has been estimated that there are probably 8,000,000 long tons of coal in seams exceeding three feet six inches in thickness in the central and eastern part of the field. Difficulties in the way of profitable mining of the coal relate principally to transport and labour.

The Shell Company of North Borneo completed a seismic survey of part of the Klias Peninsula. The object of the application of this technique is to reveal geological structures hidden from normal methods of observation by a thick cover of swamp deposits and alluvium. The Klias Peninsula is one of the most promising parts of North Borneo for oil exploration, and it is probable that the company will make further investigations there.

Power

Investigations into the possibility of a single company operating electricity services throughout the Colony, which were made in 1951, proved abortive and it was decided that the Public Works Department of Government should continue to operate and improve the electricity undertakings in Jesselton and Labuan, the smaller towns being supplied by private enterprise under Government licence.

Industry

Local industries based on primary products, such as the manufacture of coconut and groundnut oil, the salting and drying of fish, the making of cheroots, timber milling and the pottery industry, are all, with the exception of timber milling operated by two European firms, still in an early stage of development.

Transport and communications

Roads: There are 381 miles of roads and 603 miles of bridle paths.

Railways: There is a metre-gauge railway 116 miles in length.

Air: Regional services are maintained, including flights to Singapore, Hong Kong and Australia. There has been considerable expansion of civil aviation: at Labuan airfield there were in 1951 more than 350 flights a month, compared with 155 in 1950; and preliminary work was undertaken on the construction of airstrips at Tawau, Lahad Datu, Kudat, Ranau and Keningau, in preparation for the establishment of an internal service which is to link together areas where communications are at present difficult. In 1951 the

first group of local air traffic control officers was recruited; they are being given their preliminary training at the Colony's airfields, and will in 1952 attend a specialized course in Singapore.

Inland waterways: The numerous rivers are in some areas the only means of communication.

Sea: Shipping services include regular connections with the United Kingdom, Singapore and Hong Kong.

Postal services and telecommunications: There are 9 official and 2 semi-official postal and telecommunications offices. There are 8 main telephone exchanges in the principal towns, with 659 telephones; in addition, telephone communication is provided between smaller centres.

Public finance

Revenues and expenditures were as follows:

	(millions of Malayan dollars)		
	<u>1949</u>	<u>1950</u>	<u>1951</u>
Ordinary revenue (excluding grants-in-aid and Colonial Development and Welfare grants)	11.0	16.7	24.3
Personal emoluments	3.2	3.6	4.2
Other charges	4.4	5.8	7.2
Special and extraordinary	9.4	7.8	9.9
Deficit	6.0	0.5	-
Surplus	-	-	3.0

International trade

Imports and exports were as follows:

(millions of Malayan dollars)

	<u>1949</u>	<u>1950</u>	<u>1951</u>
Imports	34.0	46.0	70.2
Exports	37.7	92.0	113.7
Principal imports:			
Rice	6.0	3.1	7.3
Provisions	4.3	6.0	10.6
Textiles and clothing	3.7	6.8	9.3
Principal exports:			
Rubber	15.9	59.9	86.2
Timber	5.4	6.5	10.2
Copra	7.5	6.7	8.4
Firewood	1.5	1.6	2.4
Tobacco	2.0	1.7	1.7
Cutch	1.1	1.2	1.4

The estimated percentages of imports by countries of origin and of exports by countries of destination are as follows:

<u>Imports from:</u>	<u>Per cent</u>		<u>Per cent</u>
Australia	25	Other Asian countries	8
United Kingdom	25	Philippines	7
Europe	18	Hong Kong	6
Thailand	8	Other sources	3
<u>Exports to:</u>	<u>Per cent</u>		<u>Per cent</u>
<u>Rubber</u>		<u>Timber</u>	
Singapore	64.6	United Kingdom	29.2
United Kingdom	21.7	Hong Kong	25.6
Hong Kong	6.7	Australia	19.8
Germany	2.4	Japan	12.6
Others	4.6	Others	12.8
<u>Copra</u>		<u>Firewood</u>	
Singapore	37.4	Hong Kong	100.0
Netherlands	21.9		
Germany	10.1	<u>Tobacco</u>	
United Kingdom	8.5	United Kingdom	82.5
Others	22.1	Others	17.5

<u>Exports to:</u> (Cont'd)	<u>Per cent</u>		<u>Per cent</u>
<u>Cutch</u>		<u>Hemp</u>	
U.S.A.	71.7	United Kingdom	43.4
Hong Kong	13.5	New Zealand	41.7
Others	14.8	Others	14.9

There is also a considerable transit trade along the whole coast of the Colony, the total value of which in 1951 was estimated to have been about 35 million dollars.

SOCIAL CONDITIONS

General

In order to prevent the indigenes from being submerged by certain more vigorous immigrants, Native Reservations have been established.

Status of women

Women occupy no distinct status in legal matters, all persons enjoying equality before the law. The family and social status of Moslem and Chinese women is affected by religious and other traditional considerations.

Labour and employment conditions

The policy of developing the Territory's economy results in the problem caused by the mutation of a peasant agriculture to a balanced structure comprising both mechanized agriculture and a wage-earning industrial labour force. The policy of the Government is to increase production, which is an overriding consideration in the region at present. While the Colony has almost attained self-sufficiency in rice production, there has at the same time been a considerable increase in the number of wage-earners. This has

resulted in a higher productivity for the workers of the Colony and in the payment of higher wages.

Governmental activities relating to the inspection of labour conditions, the settlement of disputes, relations with trade unions, etc., are entrusted to the Department of Immigration and Labour, which consists of a Commissioner of Immigration and Labour, two administrative officers and subordinate staff comprising one Chinese assistant, one Labour Officer and 10 other staff. In addition all District Officers and certain other administrative officers are appointed Assistant Commissioners of Labour. The application of all labour legislation is supervised and enforced by the Department and its officers, and the Assistant Commissioners are empowered to represent workmen in claims against employers.

The distribution of labour by occupational groups was as follows:

<u>Occupational groups</u>		<u>Number of workers on 31 December 1951</u>				
<u>Type of employment</u>	<u>Number of places of employment</u>	<u>Chinese</u>	<u>Javanese</u>	<u>Indigenes</u>	<u>Others</u>	<u>Total</u>
Estates	65	1,759	1,495	6,384	525	10,163
Industry and commerce	72	2,824	343	3,953	227	7,347
Government	64	668	65	2,379	43	3,155
Total	201	5,251	1,903	12,716	795	20,665

Average daily wage rates were as follows:

	<u>(Malayan dollars)</u>		
	<u>1949</u>	<u>1950</u>	<u>1951</u>
Unskilled workers	1.00 to 2.00	up to 2.50	up to 3.50
Semi-skilled workers	1.75 to 3.50	up to 5.00	5.00 to 7.00
Skilled workers	2.50 to 5.00	5.00 to 10.00	7.00 to 12.00

Hours of work are subject to a statutory maximum of eight hours a day, but in many cases shorter hours are worked. Work is limited to six days a week and holidays are prescribed.

As there is a shortage of labour in most branches of employment, there is no involuntary unemployment or underemployment. The annual planting and harvesting of rice and the intervening periods of inactivity create some seasonal flow of labourers to and from this work.

The legal status of employers' and workers' organizations is governed by the Trade Unions and Trade Disputes Ordinance, 1949. There are three trade unions with a total membership of 488. The principal laws and regulations for the protection of labour are the Labour Ordinance, 1949, and the Workmen's Compensation Ordinance, 1951.

Standard of living

The continued rise in the cost of living is a matter of considerable concern to the Government. Figures for an average monthly budget for workers of various races in the Colony, collected by the Labour Department towards the end of 1951, showed the following comparison with the corresponding figures for 1949 and 1951:

Worker's monthly budget	1949 \$	1950 \$	1951 \$	Increase 1950-51 (per cent)	Decrease 1950-51 (per cent)
Chinese:					
Foodstuffs	24.98	28.98	35.62	22.9	-
Clothing and bedding	4.94	6.41	6.20	-	3.4
Miscellaneous	8.38	11.56	12.56	3.6	-
Total	38.30	46.95	54.38	15.8	
Javanese:					
Foodstuffs	19.36	22.78	25.67	12.7	-
Clothing and bedding	6.31	6.58	8.35	26.9	-
Miscellaneous	7.08	8.22	9.27	12.8	-
Total	32.75	37.58	43.29	15.5	-

(Cont'd)

Worker's monthly budget.	1949	1950	1951	Increase 1950-51 (per cent)	Decrease 1950-51 (per cent)
Natives:					
Foodstuffs	20.81	24.96	30.84	23.5	-
Clothing and bedding	4.26	4.98	6.50	30.5	-
Miscellaneous	4.55	5.26	7.23	37.5	-
Total	29.62	35.20	44.57	26.7	-

Town and rural planning and housing

Several acceptable town plans were finalized in 1951. In addition, new Building By-Laws have been accepted by most Sanitary Boards and by the Rural Board, Labuan. There has been marked improvement both in urban housing and in all areas where cash crops are grown.

Social security and welfare

No single administrative organization is charged with the responsibility for social security and welfare; a great deal of welfare work, however, is done by various voluntary bodies and organs of the Government.

The customs of the various ethnic groups of the population impose an obligation for the support of elderly and disabled persons, so that it has never been found necessary to make any special provision for old-age benefits. The Pauper Ordinance of 1924, however, established a fund (formed from a poor rate payable by employers and landowners) which is used to maintain institutes in two centres for the care of aged indigent persons.

Prevention of crime and treatment of offenders

Crime statistics were as follows:

	<u>1949</u>	<u>1950</u>	<u>1951</u>
Offences against the person:			
Major offences	59	55	70
Minor offences	166	50	117
Offences against property	647	627	795
Number of cases requiring police action:			
Reported	2,928	3,353	4,332
Brought to court	2,636	2,720	3,096
Resulting in conviction	2,081	2,100	2,644
Number of persons convicted	2,463	2,367	3,231

Public health

The medical and health staff was as follows:

	<u>Government</u>	<u>Mission</u>	<u>Private</u>
Registered physicians	12	-	14
Nurses of senior training	5	2	1
Certificated nurses	14	-	-
Partially trained nurses	20	-	-
Midwives of senior training	5	2	1
Certificated midwives	21	-	29
Partially trained midwives	18	-	-
Sanitary inspectors	1	-	-

Public health institutions were as follows:

<u>Institutions</u> <u>(Government and private)</u>	<u>Number of</u> <u>institutions</u>	<u>Number</u> <u>of beds</u>
Hospitals (General)	11	835
Dispensaries	32	-

Specialized units:

	<u>In general hospitals</u>	<u>As separate units</u>
Maternity and child welfare centres	3	-
Leprosaria	-	1
Mental units	-	1

During 1951 the distribution and extent of hospital services throughout the Colony were reviewed in the light of present conditions. Widespread ill-health resulting from the war had necessitated the building of temporary hospitals providing a relatively large number of beds in all the main towns. At the beginning of 1951 the position was that, except in the larger of these towns, nearly half of the beds were unoccupied; many of the buildings needed repair, and, the most urgent factor of all, the shortage of dressers and nurses made it impossible to staff the hospitals adequately. Therefore, in consultation with the Secretary of State's Chief Medical Officer, who visited the Territory in 1951, it was decided to reduce by half the number of beds for general diseases, so releasing dressers to travel around the villages of their districts.

A start has been made on the construction of a 100-bed hospital in Sandakan, and a site has been selected for a new hospital in Jesselton. A 32-bed hospital in Kudat is expected to be ready for use in 1952.

Expenditure on public health in 1951 was \$ 1,099,278, approximately 11 per cent of the total expenditure of the Colony.

Vital statistics were as follows:

	<u>1949</u>	<u>1950</u>	<u>1951</u>
Total births	8,037	9,064	10,453
Deaths under 1 year	-	-	1,687
Infant mortality per 1,000 live births	112	89	108 (estimate)
Total deaths	4,298	4,320	4,503
Death rate per 1,000 population	12.4	-	13.3

In March 1951 the new Registration of Births and Deaths Ordinance came into operation. Up to that date births and deaths were registered under the Births and Deaths Ordinance of 1884, which provided for approximately 24

Registrars and Deputies over an area of 29,184 square miles with very poor communications. Reports were made at first hand from towns and villages near to a Registrar and were fairly accurate, but from the remoter districts reports were brought by a Native Chief, or Headman, when visiting District headquarters, which might be at infrequent intervals, so that accuracy was very doubtful and could not be properly checked. The new Ordinance provides for the appointment of Assistant Registrars using Native Chiefs, schoolmasters and other suitably literate persons, and it is hoped to have one such officer to approximately 2,000 of the population. Forms have been distributed to village headmen, who have been instructed to take a form to the nearest Assistant Registrar promptly when a birth or death occurs, so that registration will be more immediate and direct than hitherto. Although this Ordinance is an improvement on the old Ordinance, it is too early yet to give a satisfactory estimate of its results.

EDUCATIONAL CONDITIONS

General

Long term policy has as its aims: (a) a mass attack on ignorance and illiteracy in order to raise the standards of knowledge in such fields as education, health and agriculture; and (b) the enrolment of every child of school age within a basic primary stage of six school years.

With regard to government schools, short term objectives are: (a) the future educational system should be based on 6 primary years followed by 6 secondary years, no school fees to be paid in the primary stage; (b) the

primary vernacular schools with Malay as the medium of instruction should retain their character as rural schools at the base of the system; (c) the establishment at strategic centres of full primary schools, with English taught in the two top classes and special attention being given to handicrafts and domestic science; (d) encouragement of the education of girls; (e) pupils from full primary schools are to be encouraged to proceed to government secondary schools, consisting of 6 classes with English as the medium of instruction and with further study of Malay; (f) the establishment of trade schools; (g) selected students seeking higher education are to be enabled by scholarships to go overseas; (h) the training of teachers, for which a teacher training college has been established; it is being financed for its first five years from Colonial Development and Welfare funds.

Objectives in regard to schools maintained by voluntary agencies include: (a) the encouragement of all such educational efforts which conform to the general policy; (b) the general direction of schools by inspection and other means; (c) the provision of grants-in-aid; and (d) the inclusion of Chinese and mission representatives on the Advisory Committee for Education.

Structure of the educational system

Educational statistics are as follows:

<u>Number of schools</u>	<u>Public schools</u>			<u>Independent schools (assisted and non-assisted)</u>		
	<u>Boys</u>	<u>Girls</u>	<u>Mixed</u>	<u>Boys</u>	<u>Girls</u>	<u>Mixed</u>
Primary	-	-	70	8	8	131
Secondary	-	-	-	6	5	6
Vocational	1	-	-	-	-	-

<u>Number of teachers</u>	<u>Public schools</u>		<u>Independent schools (assisted and non-assisted)</u>	
	<u>Men</u>	<u>Women</u>	<u>Men</u>	<u>Women</u>
Primary	148	15	323	190
Secondary	-	-	23	9
Vocational	2	-	-	-

The number of indigenous children of school age is about 40,000, and of non-indigenous children, 14,500. Illiteracy in the Territory in 1951 was 73 per cent of the total population 5 years of age and over.

<u>Number of pupils</u>	<u>Indigenous</u>		<u>Non-indigenous</u>	
	<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
Public schools:				
Primary	3,430	550	-	-
Vocational (in the Territory)	24	-	-	-
Higher education (elsewhere)	10	-	-	-
Independent schools:				
Primary	1,556	415	9,534	5,189
Secondary	-	-	530	120

Higher and adult education

Apart from limited training provided for employees by various Government Departments and a few business firms and estates, there were few facilities for the education of adults; however, provision has been made in the 1952 Estimates to permit classes to be organized by the Education Department in English, commercial subjects and homecrafts.

Overseas scholarships and fellowships are awarded by the British Council and under the Colombo Plan by the Australian and New Zealand Governments.

SOLOMON ISLANDS

The total land area of the Solomon Islands is approximately 11,500 square miles. Population estimates in 1950 were as follows:

Melanesians	94,000
Polynesians	4,000
Europeans	376
Chinese	195
Others	<u>10</u>
Total	98,581

ECONOMIC CONDITIONS

General

The economy of the Territory depends at present almost entirely upon the production of copra. The progress of reconstruction has been maintained, and an increasing amount of private investment has been made in the Territory, chiefly in the development of the copra industry and the improvement of general facilities in Honiara.

Agriculture and livestock

The Agriculture Department of the Territory is in charge of a Senior Agricultural Officer, aided by two trained officers. The approved establishment in 1951 was 6 expatriate and 19 locally recruited officers. The expenditure of the Department for 1951 was £A 10,025;^{1/} this figure does not include the Guadalcanal Farm Scheme, which is operating under a

^{1/} The local currency is the Australian pound, which equals 16s. (sterling) or US\$ 2.24.

Colonial Development and Welfare grant, of which £A 8,502 was spent in 1951.

The total land under crops was estimated in 1951 at 128,000 acres, of which about half was under coconut palms. Unused but potentially productive areas amounted to 5,000 square miles, and arable land and orchards totalled approximately 210 square miles. Due to the vast area of undeveloped land, there is not yet any need for land and water conservation measures.

The ownership of native land is safeguarded by Protectorate Regulations. Alienation of native land is prohibited except under careful scrutiny of applications by the Government. Ownership of land is as follows:

	<u>Square miles</u>
Total land area owned by indigenous inhabitants	10,600
Freehold land owned by non-indigenous inhabitants	290
Freehold land owned by Crown	71
Occupation Licences of unused land	274

Taking into consideration the dangers of the Protectorate's dependence on copra alone, the Department of Agriculture is continuing experiments to discover alternative crops at the demonstration farm on Guadalcanal. The cropping results have, on the whole, been disappointing. Experiments with rice have not been a success; experiments with other crops such as maize, root-crops, sunflower, sorghum, sesame, soya beans and ground-nuts have been continued.

The import of cattle, which was to be an integral part of the scheme, has so far been impossible owing to the high cost of shipping; this has tended to make the whole scheme unbalanced. Experiments with other livestock have progressed, but owing to the need for building up stocks for breeding purposes little has been available for sale or for distribution to improve the quality of livestock in the villages.

In 1950 a departmental farm was established at Kukum. Nurseries of economic crops were also established.

In addition to the experimental work, the Agriculture Department has continued to try to increase production of copra.

A Copra Board purchases all the copra produced in the Territory and exports it on behalf of the United Kingdom Ministry of Food. Although the Board is a non-profit-making organization, it has been accumulating a reserve of funds which will eventually enable it to continue to purchase copra without having to borrow for this purpose.

The production of copra was as follows:

<u>1949</u> (tons)	<u>1950</u> (tons)	<u>1951</u> (tons)
8,500	10,000	12,344

Experiments in cocoa growing are being made at Auki (Malaita) and Kukum. In addition in the island of Yasabel some 560 acres of cocoa have been planted privately.

Livestock estimates for 1951 were as follows:

Cattle	3,500
Pigs	10,000
Poultry	10,000

Forestry

The administrative organization of forestry and timber production lies with the Resident Commissioner's Department pending the formation of a Forestry Department. A forestry officer has been appointed, and a forest guard is under training in Fiji.

In 1949 and 1950, approximately 1,181,289 and 1,500,000 super feet of timber were exported. During the period September to December 1951, 546,000

super feet of mahogany were produced at Tenaru, of which 531,000 super feet were exported.

Fisheries

Protectorate waters abound with fish. Demand exceeds supply, and there is little actual cash sale of fish. On Malaita, in particular, an interchange of fish and vegetables takes place on a barter basis at local markets. A privately owned refrigerated fishing vessel of 5 tons capacity is now in operation in the Protectorate.

Power

The electricity supply was extended during 1951 and further expansion is planned. There are 2 sets of 50 kva and 1 set of 60 kva.

Industry

Village industries are limited to the production of such products as mats, baskets, handbags, fans and canoes for local consumption.

Transport and communication

Roads: About 20 miles of an all-weather road are maintained along the coastline of Guadalcanal from Honiara to the Government Farm at Ilu. In addition there are a number of minor roads in and around the township area of Honiara.

Air: Qantas Empire Airways operates a fortnightly service from Lae, New Guinea, to Honiara, via Yandina and Barakoma.

Sea: Regular steamship services are maintained with Fiji and Australia. There is a government fleet of nine small vessels which are used for district

administration.

Postal service: There is a general post office, two post offices and three sub-post offices.

Telecommunications: Overseas telegrams are despatched through the government-owned radio station at Honiara. In addition there are 43 teleradio stations through which telegrams can be despatched to Honiara for transmission overseas; this inter-island teleradio network consists of 10 government and 15 privately owned land stations, and 7 government and 11 privately owned ship stations.

Public finance

<u>Revenue</u>	<u>1949</u> <u>LA</u>	<u>1950</u> <u>LA</u>	<u>1951</u> <u>LA</u>
Ordinary Revenue	116,222	213,791	396,026
Grants-in-aid and transfers from surplus balances	-	204,588	98,685
Colonial Development and Welfare grants	<u>106,372</u>	<u>118,202</u>	<u>34,497</u>
Total	222,594	536,581	529,208
<u>Expenditure</u>			
Expenses of normal administration	298,430	327,524	366,747
Special war and rehabili- tation expenditure	190,133	90,855	96,964
Colonial Development and Welfare expenditure	97,134	118,202	34,497
Salaries revisions	<u>-</u>	<u>-</u>	<u>31,000</u>
Total	585,697	536,581	529,208

Banking and credit

In 1951 a branch of the Commonwealth Bank of Australia was established in Honiara.

International trade

	<u>1949</u> £A	<u>1950</u> £A	<u>1951</u> £A
Imports	526,488	618,882	801,672
Exports	564,716	857,980	916,551

Exports went almost entirely to the United Kingdom and Australia; in order of importance they were: copra, timber, trochus shell, ivory nut, green snail shell.

SOCIAL CONDITIONS

General

Relations between indigenes and non-indigenes are satisfactory.

Status of women

The status of women is low, in common with their status in most primitive societies.

Labour and employment conditions

The indigenes are not under a strong economic necessity to seek work for wages; the majority of them regard paid work not as a normal means of livelihood but rather as a means of accumulating sufficient wealth to enable them either to engage in trade on their own behalf or to acquire social

prestige in their communities. Since the demand for labour is greater than the supply, unemployment is unlikely. The principal categories of wage-earners at the end of 1951 were:

Indentured workers in copra production	55
Non-indentured workers in copra production	1,676
Share-workers in copra production	635
Indentured workers, miscellaneous employment	27
Non-indentured workers, miscellaneous employment	1,253
Government casual workers	667
Government employees	<u>403</u>
Total employed	4,716

The Labour Department comprises a Chief Inspector of Labour and a Labour Inspector who was appointed in 1949. The terms and conditions under which labour is controlled are laid down by King's Regulation No. 5 of 1947. The Inspector of Labour, District Commissioners and District Officers arbitrate in most cases of labour disputes. The regulation of trade unions is provided by the Trade Unions and Trade Disputes Regulation, 1946, but, as yet, no trade unions have been formed under its provisions.

Co-operative Societies

There is at present no organization dealing with co-operative societies, but several small co-operative stores have been established in the Protectorate.

Standard of living

No statistics are available on the standard of living of the indigenes, most of whom are accustomed to live on the produce of their own gardens.

Town and rural planning and housing

The Honiara town plan has been drawn up and residential areas for all categories of inhabitants, together with sufficient areas for commercial development, have been allocated.

Social security and welfare

There are neither social insurance nor old age pensions in the Territory. Free medical attention is provided for all persons. Indigenous workers who become ill are treated and maintained at their employer's expense and their wages remain payable during the sickness until such time as contracts are terminated. On termination the ex-workers are treated and maintained in the hospitals free of charge.

Prevention of crime and treatment of offenders

Crime statistics in Honiara were as follows:

	<u>1950</u>	<u>1951</u>
Number of cases reported	87	153
Number of convictions	31	46
Number of acquittals	3	13
Number of cases closed undetected	16	58

The increase in the number of cases reported reflects an increased police efficiency and a greater public confidence in the police force.

Public health

Medical and health staff was as follows:

<u>Health Staff</u>	<u>1949</u>	<u>1950</u>	<u>1951</u> ^{a/}
Doctors	6	5	6
Nursing sisters	2	4	4
Assistant medical practitioners	11	11	14
District dressers	100	71	152

a/ Due to shortage of staff, these personnel were not all available.

Expenditure on public health in 1951, excluding Colonial Development and Welfare schemes, was EA 78,094 or 16 per cent of the total Protectorate expenditure.

The main public health institutions in 1951 were as follows:

	<u>Number</u>	<u>Beds</u>
Government hospitals	4	230
Mission hospitals	5	205

There were also 3 small rural hospitals and 50 Government and 17 mission dispensaries.

Assistant medical practitioners are trained at the Central Medical School, Suva, Fiji. Dressers are trained locally.

The population of the Protectorate is slowly increasing. No exact information on birth and death rates is available. In general, local diets are lacking in proteins, particularly animal proteins. The staple diet consists of taro, yams, sweet potatoes, fish and tapioca. The state of health of the indigenes varies greatly according to locality and the wealth of the area. Malaria is endemic throughout the Territory, and yaws are also prevalent. The incidence of tuberculosis is thought to be high in some areas. Filariasis is prevalent in a few districts, and leprosy is also present. During 1951, poliomyelitis broke out and numerous persons were affected.

EDUCATIONAL CONDITIONS

In the past, education has been organized and financed by five missions. Educational policy aims at securing co-operation between the Government and the missions, and at training teachers to an accepted government standard. The objective is to enable the indigenous population, through raised levels of education, to achieve a higher standard of living and to participate to an increasing extent in the Government. At present, in the absence of co-ordinating legislation, each missionary society has pursued its own line of development, and considerable diversity in educational methods and standards exists. Legislation to co-ordinate and regulate the educational activities of the Government and missions has been under consideration since 1948, and a conference held in 1950 with representatives of the various missions achieved a great measure of agreement on the subject of a draft Education Regulation.

In 1951 three primary schools were opened on Malaita. Eight further elementary schools are to be established, for which about £ 12,000 is available from a Colonial Development and Welfare grant. The government higher school at Auki continued to expand, the roll at the end of 1951 being 70 pupils.

Estimated expenditure of the Department of Education for 1951 was £A 3,700. The total expenditure by missions is not known. In addition, elementary schools, the Auki Boarding School and the training of students overseas were financed from Colonial Development and Welfare grants.