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NIGERIA

# LEGISLATIVE COUNCIL

## 2nd March, 1948

*Second Session under the New Constitution*

*Held at Kaduna*

Speech and Address by His Excellency the  
Officer Administering the Government

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## SPEECH

by

His Excellency the Officer Administering the Government  
G. Beresford Stooke, Esq., C.M.G., to the Legislative Council,  
2nd March, 1948.

HONOURABLE MEMBERS OF COUNCIL,

We are assembled today for the second session of the Legislative Council constituted by the Nigeria (Legislative Council) Order in Council, 1946. The occasion is remarkable in two respects. It is the first occasion on which the Legislative Council of Nigeria has met in the Protectorate, and, secondly, you now have before you for the first time Nigerian Estimates which include Votes for Regional Services whose details have been arranged and settled by the respective Regional Houses.

It was hoped that the new Lugard Memorial Chamber would have been completed in time for this meeting of Council. Unfortunately, circumstances beyond our control have prevented this, and the Chief Commissioner and his staff have, I fear, been put to a great deal of trouble in making alternative arrangements. You will wish me to thank those concerned for all that they have done to secure our comfort and convenience. Their efforts are much appreciated.

You will, I know, share my personal regret that it has not proved possible for Lord Milverton, to whose genius we are indebted for the conception of the present Constitution, to preside over this important meeting. He has, however, asked me to convey to you his sincerest good wishes for a fruitful session.

I have also received only a few moments ago a message from the Governor-designate, Sir John Macpherson. He says: "I send greetings to you and all Members of Council and my best wishes for a very successful Session. We are eagerly looking forward to our arrival next month."

It is a matter of common knowledge that there are in Nigeria persons and bodies who, for one reason or another, quarrel with the present Constitution. I doubt, however, whether there is anywhere in the world a constitution which would be universally admitted to be perfect in every detail. The author of the new Constitution in Nigeria has certainly not made any such claim. In fact, he recognised that experience would show the need for changes in the future, and himself proposed that the Constitution should be subject to review. I must say, however, that most of the objections which I have so far seen raised to the present Constitution arise from misunderstanding of its provisions. These misunderstandings will no doubt be dissolved in the light of experience. I would suggest to you, however, that more important than the form of the Constitution, are the

spirit in which it is made to work, and the extent to which it is made to serve the interests of the people. The success of a Constitution depends far more upon these factors than upon its precise form.

From this point of view, we have every reason for confidence in the political structure. Both this Council and the Regional Houses have already shown very clearly that their first aim is to serve the people whom they represent. When the time comes, as it soon will, to consider what amendments to the Constitution are necessary or desirable, the experience so gained by Members of this Council and the Regional Houses will lend authority to the opinions which they then express.

Honourable Members must be well aware of the grave economic difficulties with which so many countries of the world are faced today. Indeed, when we survey the present situation abroad we have every reason to thank God that Nigeria has not been more seriously affected. On the other hand, we have no cause for complacency. We must continually strive not merely to maintain but also to improve economic conditions within the country. The standard of living of the vast majority of our people is still far too low. Millions of people in Nigeria today do little more than eke out a bare existence. Over large areas medical facilities are woefully inadequate, and hundreds of thousands of our children are denied the benefits of even an elementary education. No, gentlemen, we have no reason to be complacent.

On the other hand, we need not be too self-critical. It is easy to point at things which are still urgently required, and it is easy to forget how much has already been done and is being done. There has been, during recent years, a very considerable advance in public services in general and social services in particular. I will not weary you with statistics, but I invite Honourable Members to turn back to the Estimates for 1938-39 when the total expenditure was seven million pounds, and to 1945-46 when it had risen to eleven and a half million, and to compare these with the estimates now before you which provide for a total expenditure of nearly twenty-two million pounds. These figures alone illustrate the extent of the progress which is being made.

But you will readily agree that this advance, great as it is, is only a beginning. There is, however, no short cut to providing a higher standard of living and better social services. Those objects can only be achieved with an increase in the national income of the country and with a consequent increase in Government revenue, both of which must depend on the development of the internal and external trade of Nigeria.

In the agricultural industry we must aim at increasing the yield of the soil in relation both to the unit of land and to the unit of man power. We must preserve and increase the fertility of the soil. We must improve our methods of cultivation and land utilisation. We must find ways and means of increasing output per unit of work done.

As you are aware, the general price level of the commodities which we produce and export is subject to movements in world markets over which we have little or no control. Even so, there are two ways in which we can ensure that we get the best prices obtainable. The first is by improving quality and exporting our produce under the marks of recognised grades.

Grading is already practised in most of our export crops and we must aim at getting as much as possible of our produce into the top grades. The second is by combined or co-operative marketing. It stands to reason that in the long run producers who join together in one marketing association will be much stronger than those who sell individually and expose themselves to the ravages of speculators.

Later in this meeting an announcement will be made about prices of some of the most important categories of Nigeria's agricultural produce and questions of far-reaching consequence will arise for consideration from the new prices to be announced. I do not propose to discuss this important matter at this stage beyond saying that the higher prices which have been secured offer a great opportunity to make a valuable advance in providing for the greater stability of the agricultural economy of the country.

As far as industry is concerned, the national income will increase with additional employment and increased production per man hour. Emphasis has been placed by Government in the first instance on the development of secondary industries, particularly of small units. The Nigerian Local Development Board and the Department of Commerce and Industries are giving every encouragement in this direction by providing guidance and making loans.

For larger units in addition to private enterprise on which large scale development has in the past depended, we shall look for assistance to the Colonial Development Corporation, which has a revolving capital of one hundred million pounds. I have already been assured by Lord Trefgarne, the Chairman, that it is the intention of the Corporation to work where possible in partnership with local capital and local enterprise through the medium of local subsidiary corporations on which it is hoped that strong African representation will be forthcoming. It is my belief that a partnership of this nature offers the most practical opportunity that can at present be devised of developing large scale industry in Nigeria. I should add, though, that the Government will do all that it can to encourage and facilitate the development of industrial enterprise by any agency. The Colonial Development Corporation has neither asked for nor been given any monopoly in this field. I should also add that the Corporation will be equally interested in the development of agricultural enterprise.

A subject on which I should like to say a few words, and one which I know to be of considerable public interest, is what is popularly known as the Africanisation of the Service. The Government is frequently accused of going too slowly and doing too little in this respect. I should like to make it quite clear that these accusations are not in any way resented by Government. On the contrary, I regard the insistent demand for a more rapid Africanisation of the Senior Service as a most encouraging sign. But I cannot pass over in silence the charge that the Government is merely paying lip service to the policy which it has so frequently stated. Let me give you the facts. Before the war, up to 1939, only twenty-three Africans had been appointed to the Senior Service. Last year, in 1947, no less than forty-two such appointments were made, bringing the total number of Africans holding Senior Service appointments to one hundred and eighty-two. In 1938-39, the expenditure from Nigerian funds on overseas

scholarships was £648. Last year, the total provision for overseas scholarships and courses of instruction was £30,800. Those figures, gentlemen, speak for themselves, and should sufficiently refute the charge that the Government is doing nothing.

But I must remind you that the pace of Africanisation is governed also by the number of candidates who come forward, and I must say quite frankly that I am most disappointed to find so few candidates for appointments, particularly to the professional and technical services. For instance, when I visited Vom last month, I was shocked to discover in that very well equipped institution, only two students taking the course which will qualify them to become Veterinary Officers. So long as this state of affairs continues, the pace of Africanisation will indeed be slow.

The University College has now opened, and the Principal informs me that the plans allow for a body of from 500 to 600 under-graduates, which means that the College will be capable of turning out about a hundred graduates a year. I sincerely trust that the University College will not suffer the same fate as the Veterinary School at Vom, and I suggest in all seriousness that a little less suspicion of the good intentions of the Government, and a great deal more encouragement to young men to train for the careers which are open to them, will be more effective in accelerating the pace of Africanisation.

Speaking of the new University College, Honourable Members will have read the Bill to provide for the establishment of a Provisional Council which has been published in the *Gazette* during the past three weeks. It is not proposed to take that Bill at this meeting of the Council, because it has not yet been submitted to the Regional Houses. It will, therefore, go to the Regional Houses, and then be taken by this Council at its next meeting. The main purpose of that Bill is to create a Provisional Council to administer the affairs of the University College in the preliminary stages until a permanent Council is appointed. I think that Honourable Members will readily appreciate the need for such a Provisional Council, and I have no doubt that Honourable Members are anxious that progress with the establishment of the University Council should be made with all possible speed. The Honourable the Financial Secretary will, at a later stage, move the resolutions which stand in his name to provide the sum of £500,000 towards the recurrent costs of the College over the first five years, and to appropriate £250,000 to commence an endowment fund for the College.

During recent years, and particularly in the course of my tours, I have been much struck by the enthusiastic and insistent demand for greater educational facilities in the Northern Provinces. It is a demand which is growing far more rapidly than could have been foreseen a few years ago, when, as you will remember, provision was made in the Ten Year Plan of Development and Welfare for the following additional services :—

- (i) The expansion of two Men's Teacher Training Centres at Bauchi and Toro in 1947-48 and of one Women's Teacher Training Centre at Sokoto in 1947-48 :
- (ii) Two Boys' Secondary Schools at Gombe and Keffi, the first to be built in the years 1950-51 and 1951-52, and the second in the years 1954-55 and 1955-56 :

- (iii) Four Men's Teacher Training Centres, each for fifty pupils. The years in which these were to be built were to be decided later :
- (iv) Three Men's Teacher Training Centres, each for seventy-five pupils. These were to be built as to two in 1953-54 and one in 1955-56 : and lastly,
- (v) Four Women's Teacher Training Centres, each for seventy-five students, the first to be built in 1950-51, two to be built in 1953-54, and one in 1955-56.

I have come to the conclusion that although these new services are estimated to cost £1,152,000 and will provide a most valuable advance, they are inadequate to meet the growing and urgent demand, and I have therefore asked the Director of Education to prepare an entirely new programme of expansion in the Northern Provinces. The new programme will not interfere in any way with the programme set out in the Ten Year Plan, which will proceed as fast as staff and materials permit. The new supplementary programme will be carried out concurrently with and in addition to the Ten Year Plan programme, and the cost for the first five years is estimated at £500,000.

The main need is for a much greater supply of trained teachers and the new programme aims at providing teachers at a rate which will double the number of children in primary schools in the Northern Provinces in five years' time. The main features of this new programme are still under consideration, but it has been suggested that they should include :—

- (a) the establishment of five Men's Elementary Training Centres :
- (b) the establishment of two Men's Higher Elementary Training Centres :
- (c) the establishment of three Women's Elementary Training Centres.

The detailed plan will be put before the Northern House of Assembly and the House of Chiefs at their next meetings. The principal difficulty in carrying out this programme will be to find sufficient staff to train the new teachers. The number of those qualified for this task in the North is very small and, in view of urgent needs elsewhere, it will not be possible to draw on training staff from the other Provinces. The new programme therefore provides for recruitment from overseas of seventy-one qualified training teachers.

Subject to your approval it is proposed that, while we push ahead with the main Ten Year Plan programme as fast as possible and progressively overcome the unavoidable difficulties which have been encountered in the first year or two of carrying out the original programme, the new programme should be put in hand as soon as the new staff can be recruited and that the cost of this new programme should be met entirely from Nigerian funds. As a first instalment the sum of £150,000 to be expended in 1948-49 has been included in the draft Estimates under head 32, Sub-head 22—Northern Region Educational Development.

A matter which I know to be of considerable concern to the public is the shortage of both consumer goods and capital equipment. This shortage is felt not only by individual consumers but also by Government Departments

of the Development Plan, and the haulage capacity of the Railway is seriously reduced by the lack of essential equipment. I can, however, assure you that as a result of strong representations made by this Government, His Majesty's Government in the United Kingdom are fully aware of our requirements and are giving sympathetic consideration to our needs. I cannot, however, hold out any hope of a spectacular improvement in the immediate future and I fear that we must await, with what patience we can muster, an improvement in general world economic conditions.

In a recent leading article a Lagos newspaper said "We should give the outside world no more cause for saying that we are unfit for self-rule." With that statement all right thinking people in Nigeria will heartily agree, but I am sure that you will also agree that to achieve that aim it is essential that natural African dignity and traditional African courtesy must be jealously preserved. There are, I am sorry to say, all too many indications, particularly in Lagos, that this need is not everywhere appreciated. Irresponsible behaviour and bad manners may be limited to an undisciplined and unimportant minority, but they gravely offend and embarrass the majority, and, if they continue, self-respecting people will find participation in public life increasingly distasteful. Irresponsible action is a poor preparation for the assumption of responsibility.

With the inauguration of the new Constitution last year, we set our feet upon the path which leads to self-government. But if we are to complete the journey successfully, we must at all costs preserve all that is best in traditional African custom and culture. At no time, and least of all at the present time, can we afford to jettison such things as dignity and courtesy, justice and truth.

The highest standards can be set and maintained only by the pressure of public opinion. I trust that that pressure will be brought to bear with ever increasing strength both in Lagos and in the Provinces.

You will have heard with deep regret of the recent deaths of two very distinguished Governors of Nigeria. I refer, of course, to Sir Donald Cameron and Sir Bernard Bourdillon. It is unnecessary for me to recapitulate to you the great services which they rendered to this country: their names are written indelibly in its history.

I extend a welcome to those members who have taken the oath and their seats today. The Chief Secretary to the Government brings with him experience gained in territories which are in a more advanced stage of political development, and this experience will be of great value to you. You will, I know, wish to join with me in wishing him all success in the important and responsible position which he now holds.

Mr Taylor, who succeeds Sir Hubert Walker as Director of Public Works, has already spent some years in Nigeria and is well known to you. He too has our best wishes for success in the performance of his onerous duties.

To the First, Second and Third Lagos Members I repeat the welcome which was offered to them this time last year by the Governor. Honourable Members will, I feel sure, be glad to see the people of Lagos again represented in Legislative Council. We look forward to valuable and constructive contributions by the Lagos Members to our Debates.

We also welcome Mr Edwards, who temporarily replaces Mr Lucas as a Nominated Unofficial Member.

It has already been announced that Mr Creech Jones, the Secretary of State for the Colonies, has invited a delegation from each of the British Territories in Africa to attend a conference which will, it is hoped, open in London on the 27th of September and continue until the 8th of October.

I hope that you will accept this invitation since the Conference will offer an unique opportunity of discussing current problems with His Majesty's Ministers and with representatives from other territories.

The March meeting of Council is popularly known as the "Budget Session" since the chief subject on the agenda is the consideration of the estimates of expenditure for the coming year.

You have had the draft estimates in your hands for some days, and will have observed that they provide for a total expenditure greater by nearly £4,000,000 than the approved estimates for 1947-48. The increases are analysed in the Financial Secretary's memorandum which was circulated with the Estimates and in which the general financial outlook for 1948-49 is also discussed.

The Financial Secretary will put before you proposals for meeting this large increase in expenditure. I do not wish to anticipate his arguments, and I will therefore confine myself to saying that I commend his proposals to your most careful consideration. On my travels in the Provinces I have found an almost universal demand for a quickening of the pace of development but, as the Financial Secretary has pointed out in his memorandum, this must be dependent upon a progressive expansion of the revenues of the country.

The final decision now lies with you who represent the people of Nigeria. It lies with you to decide how well and how securely the foundations of the new Nigeria are to be laid. You will remember that last year, at the close of his speech, Lord Milverton said "We stand to answer the challenge of a great opportunity. History will record whether we meet it worthily". The challenge is before you now and I trust that with God's help you will meet it with courage and with faith.

# ADDRESS

by

His Excellency the Officer Administering the Government  
G. Beresford Stooke, Esq., C.M.G., to the Legislative Council,  
2nd March, 1948.

HONOURABLE MEMBERS,

In making my address to this Council I am following the practice initiated by Lord Milner and placing it in your hands before the opening day of the Session so that you may have time to study my review of the work done during the past twelve months and to consider statements of policy for the future.

At this the second session of the newly constituted Council, you will have before you the first Nigerian budget to be compiled on a regional basis under the provisions of the new Constitution. You will observe that the estimates of the three regions amount to no less a sum than £7,110,570, whose appropriation is the concern of the Houses of Assembly. This marks an important step forward in the association of the people with the government of their country.

Already the Houses of Assembly have shown unmistakably that they fully appreciate the duties and responsibilities which have been laid upon them, and as we pass this important milestone in the history of Nigeria we have every reason to be confident in our ability to march steadily along the road which lies ahead.

We shall no doubt find the road at times uneven. We, together with other countries in the sterling area, are faced with economic difficulties which will only be overcome by determined and united effort. In this, Nigeria with her great resources largely untapped is perhaps more fortunately placed than some of her partners in the Commonwealth, but the key to the gate which will open the way to future prosperity is development, the development of the people in education and improved health and social conditions, and the development of the economic resources of the country for the benefit of the people.

I now turn to matters of finance.

## Finance

The latest Revised Estimates for the current financial year 1947-48 indicate that the actual surplus may be of the order of £750,000, instead of the £304,970, foreshadowed in the Approved Estimates:—

	1946-47 <i>Actual</i> £000	1947-48 <i>Approved</i> £000	1947-48 <i>Revised</i> £000
(i) Revenue .. ..	13,865	16,166	16,650
(ii) Expenditure .. ..	13,210	15,861	15,900
(iii) Surplus .. ..	£655	£305	£750

The grants under the Colonial Development and Welfare Act are self-balancing with the relative expenditure and are not included in the above figures.

It should be noted that although the revised figures of revenue and expenditure approximate in total the approved estimates, there have been factors within the year which have substantially affected some individual items of revenue and expenditure.

The most important feature is that in addition to the approved estimate of expenditure of £15,861,000, it has been necessary to obtain approval from the Finance Committee for supplementary expenditure of the order of one million pounds (net) to date. It will be appreciated, therefore, that if the total provision (approved and supplementary) had been, in fact, expended, Nigeria would have had to face a deficit in the current year.

The fact is that much of the expenditure has had to be deferred owing to delays in the recruitment of staff and difficulties in obtaining materials and supplies. The budget for the next financial year will, of course, reflect the additional recurrent charges but the amount of special and extraordinary expenditure unspent at the 31st March, 1948, will have to be voted in the year 1948-49 when the precise amounts have been ascertained.

It is expected that there will be an improvement in future years in recruitment and supplies and therefore it is essential that Honourable Members should not be misled by the fortuitous budget surpluses of recent years.

REVENUE 1947-48.—The principal source of local revenue is import duties and the revised estimate of £7,150,000 shows an increase of £900,000 over the approved estimate. This increase is likely to be partly offset by a shortfall of £250,000 in export duties and by a decrease of £200,000 in respect of the Nigerian share of the profits of the West African Currency Board, which have been substantially reduced by the cost of heavy minting and a revaluation of the Board's investments.

I should mention that the revised estimates assume that collections under "Income Tax" will reach the approved estimate of £3,300,000, but there is some doubt on this point because of delays in the completion of the arrangements for bringing into effect the Double Taxation Agreement recently negotiated with the United Kingdom.

EXPENDITURE 1947-48.—As I have already stated, supplementary expenditure during the year amounted to approximately one million pounds of which the following were the more important items :—

- (a) Increase of £250,000 under the Educational Grants-in-Aid Vote approved at the August Meeting of Council ;
- (b) A non-recurrent grant of £200,000 approved at the January meeting of the Standing Committee on Finance to assist Native Administrations in meeting the cost of arrears of revised scales of salary and wages adopted with effect from the 1st of January, 1946.

It is anticipated that expenditure under approved schemes financed under the Colonial Development and Welfare Act will have amounted to £1,609,000 during the current financial year, compared with the approved estimate of £2,047,300, and supplementary expenditure approved during the year will have amounted to £168,438.

Grants equivalent to actual expenditure are credited to a special Head of revenue.

The financial position at the close of the current year may, therefore, be expected to be roughly as follows :—

	£000	£000	£000
(a) General Revenue Balance as at 31st March, 1947 .. ..			8,050
(b) Ordinary Revenue 1947-48 ..	16,650		
(c) Colonial Development and Welfare Grants 1947-48 ..	1,609	18,259	
(d) Expenditure from Nigerian Funds 1947-48 .. ..	15,900		
(e) Colonial Development and Welfare Expenditure 1947-48	1,609	17,509	
(f) Estimated Surplus 1947-48 ..			750
(g) Estimated General Revenue Balance as at 31st March, 1948			8,800

The latest information received indicates that a depreciation of investments as at the 31st of March, 1948, may reduce the General Revenue Balance by approximately £350,000.

#### THE YEAR 1948-49

The Draft Estimates for the coming year present an unaccustomed appearance, having been framed to give effect to the financial implications of the new Constitution. Each Region has been allocated a share of revenue and has prepared its own Estimates of Expenditure. The latter form Appendices to the main Estimates of Nigeria, and are printed in a separate volume. Doubtless, however, Honourable Members will have availed themselves of the opportunity to become familiar with the Estimates, the details of which are clearly explained in the Memoranda which accompany them.

The references I have made earlier to the potential deficit in the year 1947-48 will have indicated to Honourable Members the difficulties to be anticipated in the new financial year of presenting a balanced budget, particularly in relation to the present economic crisis with which the sterling area is faced, the urgent need for the extension of public services, the increasing cost of staff and the ultimate costs of meeting the recurrent expenditure presently borne by the United Kingdom.

The draft estimates of expenditure for 1948-49 approximate £19,100,000, whereas the draft estimates of revenue based on present taxation reflect a return of £16,650,000 which is the revised estimate of revenue of the current year.

It has been necessary, therefore, to prepare proposals for additional taxation to meet this deficit. The details of these proposals will be indicated by the Honourable the Financial Secretary, in his budget speech and you will be asked to give your approval thereto.

REVENUE.—As in previous years, the Customs and Excise Head is expected to provide the lion's share of our revenue. The estimate of £9,160,000 for the coming year is £923,000 above this year's approved estimate.

Revenue from import duties has been estimated at £7,159,000, which approximates to the figure of the revised estimate for the current year. The economic crisis in the United Kingdom, from whom we obtain the bulk of our imports, must be considered as a background to this estimate. It is possible that the increased volume of imports in 1947-48 will not be repeated in 1948-49 in which case the above figure of £7,159,000 will prove to be an over-estimate. On the other hand, if for any reason exports from the United Kingdom to countries within the sterling area are increased, we may obtain more than the estimate now proposed.

Revenue from Direct Taxation is estimated to be approximately £652,000 less than for the current year, since the arrears of £500,000 accruing this year in respect of the Double Taxation agreement will not recur, and because, under the new system of apportioning revenue from Direct Taxation as between Government and Native Administrations (which is the subject of a Bill which this Council will be debating later at this meeting), the Government share will be reduced by about £152,000.

Consideration is being given to a proposal that there should be a remission of £200,000 in interest charges payable by the Nigerian Railway, in order to modify the revision of railway rates. Such a remission would cause a corresponding reduction in receipts under Revenue Head 12. The shortfall of a similar sum in the Nigerian share of the distributed profits from the West African Currency Board in 1947-48, to which I have already referred, is expected to be repeated in 1948-49.

There are other less important variations under other Heads of revenue and they may be ascertained from the printed estimates but they are not of sufficient significance to call for specific mention.

EXPENDITURE.—The draft estimates of expenditure, excluding Colonial Development and Welfare grant-aided schemes amount to £19,195,000 compared with the approved estimate of £15,861,000 for the current year which is an unprecedented increase of over £3,300,000.

The following summary indicates the incidence of the increase :—

	1947-48 Approved Estimate	1948-49 Draft Estimate	Increase
(a) Personal Emoluments .. .. .	£000	£000	£000
(b) Other Charges .. .. .	5,244	5,635	391
(c) Special and Extraordinary Expenditure .. .. .	8,803	10,460	1,657
(d) Regional Surpluses .. .. .	1,814	2,847	1,033
	—	253	253
	<u>£15,861</u>	<u>£19,195</u>	<u>£3,334</u>

The net increase of £391,000 under Personal Emoluments reflects a gross increase of £791,000 and a saving of £400,000 in respect of arrears of salaries under the Harragin Report which were provided in 1947-48 but are not repeated in the new Estimates.

The gross increase of £791,000 represents :—

	£
(a) Improvements of grades and points of entry in the Harragin proposals following representations from service associations and unions, etc., representing established staff .. .. .	150,000
(b) Increase in gross cost of revised salaries in the Senior Service following consolidation of the housing element. (This amount is offset by equivalent revenue) .. .. .	120,000
(c) Increments and new posts .. .. .	521,000
	<u>£791,000</u>

The net increase of £1,657,000 under Other Charges arises from the following main items in both Nigerian and Regional Estimates :—

	£
(a) Additional Educational Grants-in-aid (providing for a possible additional commitment of £250,000 over the revised estimate for 1947-48) .. .. .	500,000
(b) Northern Educational Development .. .. .	150,000
(c) Education (General increases) .. .. .	30,000
(d) Marine Renewals Fund .. .. .	120,000
(e) New Item entitled "Interest on Advances pending raising of loans" .. .. .	100,000
(f) Pensions and Gratuities .. .. .	61,000
(g) Agriculture (General increases) .. .. .	84,000
(h) Medical—including increase of £285,000 to make up deficiencies in stores and equipment and to build up a reserve .. .. .	312,000
(i) Police (General increases) .. .. .	42,000
(j) Provincial Administration (General increases) .. .. .	60,000
(k) Public Works Department—Recurrent Works .. .. .	51,000
(l) Electricity (General increases) .. .. .	41,000
(m) Posts and Telegraphs (General increases) .. .. .	25,000
(n) New Item—University College (token figure for possible recurrent expenditure) .. .. .	40,000
	<u>£1,616,000</u>

The general increases in departmental expenditure noted above and in other Heads of Expenditure are in part due to a substantial increase in wages rates.

Under Special Expenditure (including Public Works Extraordinary but excluding the payment proposed to be made to a Revenue Equalization



Fund), the net increase is of the order of £283,000, the main departmental increases being :—

	£
(a) Customs and Excise .. .. .	9,000
(b) Electricity .. .. .	33,000
(c) Marine .. .. .	20,000
(d) Printing (including £19,000 for plant for Regional Presses) .. .. .	21,000
(e) Education .. .. .	60,000
(f) Medical .. .. .	16,000
(g) Police .. .. .	44,000
(h) Provincial Administration .. .. .	17,000
(i) Public Works Extraordinary .. .. .	43,000
(j) Other .. .. .	20,000
	£283,000

The objects of Special Expenditure for which provision is to be made in 1948-49 may, of course, in some cases be of a different nature from those for which provision was made under corresponding Heads in 1947-48, but the figures given above show the net increase in each case.

The main estimates include three items of approved revenue allocations to the three Regions but it should be noted that the Regional Estimates provide regional surpluses of roughly five per cent of revenue and these amount to approximately £250,000. It follows, therefore, that the above analysis of the draft budget under Personal Emoluments, Other Charges and Special Expenditure does not include these surpluses.

In addition it is proposed to provide a contribution of £750,000 (roughly five per cent of Nigerian Revenue) to a Revenue Equalization Fund, a matter which will be explained in greater detail by the Honourable the Financial Secretary, in his budget speech.

**COLONIAL DEVELOPMENT AND WELFARE SCHEMES.**—Expenditure for the coming year in respect of grant-aided Colonial Development and Welfare Schemes is estimated at £2,681,278. Details of this expenditure are shown in Part III of the Estimates of Nigeria but it should be noted that, as is explained in the final paragraph of the Memorandum on the Estimates, the amount to be expended on regional services and works is "charged off" to the Regions and full details of this expenditure are shown in the respective Regional Estimates under Head 51. The expenditure proposals follow very closely the provision for 1948-49 in the Ten-Year Plan of Development and Welfare and I need not, therefore, enter into further detail here.

**LOAN EXPENDITURE.**—During 1946-47, the actual expenditure on that section of the Ten-Year Development Plan which is being financed from loan funds was £462,670. The revised estimate of expenditure in the current

year is £1,433,152 and it is estimated that a further £1,437,852 will be spent during 1948-49 upon the following objects :—

	£
(a) Urban Water Supplies .. .. .	143,992
(b) Building Programme for Development .. .. .	104,380
(c) Electricity Development .. .. .	32,900
(d) Development of General Education .. .. .	56,000
(e) Marine Development .. .. .	849,680
(f) Nigeria Local Development Board .. .. .	250,000
(g) Road Development .. .. .	900
	£1,437,852

I view with some apprehension—which is shared by the Honourable the Financial Secretary—the increasing rate of expenditure which we are compelled to face if the public services of this country are to be expanded. I am satisfied, however, that provided the financial policy which was outlined at the last Budget Session of this Council and confirmed by the Budget Select Committee is implemented at this and subsequent sessions, we can go forward with quiet confidence in the future stability of the finances of Nigeria.

#### Northern Provinces

The shortage of Administrative Officers to which reference has been made in past years continues. About thirty new administrative cadets have been appointed to the Northern Provinces during the past year but the total strength is still more than fifty short of the authorised establishment. The effect of this shortage has been noticeable in the resulting reduction in touring and in the time available for devotion to development projects. The consequent loss of contact with rural areas continues to be deplored and was the subject of comment in the House of Chiefs.

1947 saw the first and second meetings of the House of Chiefs, the first and second meetings of the House of Assembly together with its first Budget Session. At the Budget Session unofficial members raised questions of general as well as of local interest and examined the estimates with great care and interest in Select Committee. The House also, after debate, expressed general approval of the Memorandum on Educational Policy in Nigeria.

During 1947 there have been some important changes among the Native Authorities. The Emir of Katagum, Umaru, has been appointed to succeed his father, the Emir Abdulkadiri, who retired after thirty-seven years in office. The Tiv tribe has undergone administrative reorganisation at the long expressed wishes of its members and Makari Dzakpe, an Appointed Member of the House of Assembly, has been selected to head the tribe as a Second Class Chief. Their neighbour, the Idomas, have undergone a similar political reconstitution and have selected Ogiri Adoka as their Chief; he too is a Second Class Chief. In the Plateau Province the Bi Rom tribal Council which is the Native Authority, has chosen as President of the Council and Chief Executive another appointed Member of the House of Assembly, Rwanḡ Pan, M.B.E.

During February a dispute between the Tiv and Hausa inhabitants of Makurdi over the administration of the town culminated in a riot which resulted in the death of five people and in the wounding of thirteen others. A number of the ringleaders were brought to trial and convicted. In May a small disturbance at Oke Odde was the culmination of the long standing disputes over the future administration of this area.

In July last year Lord Milverton laid the foundation stone of the Lugard Memorial Council Chamber at Kaduna, which when finished will provide a meeting place for the Houses of the Northern Regional Council and for the Legislative Council on its periodic visits to Kaduna.

**FINANCE.**—During the financial year 1946-47 the Native Treasuries of the Northern Provinces further improved their financial position and augmented their reserves by some £550,000 to an unprecedented total of £3,440,000. Except for the small amount earmarked as a Special Reserve to be held against any unforeseeable calamity these reserves, which have mostly accumulated during the war when general development projects were not practicable, will be devoted to the many local development projects, such as roads, water supplies, public buildings, and land settlement schemes that every Native Authority has in view. Until so used they earn, as investments or fixed deposits in the banks, an income for the Native Treasuries: when wanted they can be readily realised and the cash made available for local expenditure.

During the year 1946-47 the revenue of the Native Treasuries amounted to approximately £2,590,000 against an expenditure of £2,040,000. The increase over the previous year's figure was some £300,000 and was due principally to increases in rates of general tax assessments. The rates of assessment for the general tax-payer, apart from those in salaried employment, rose in some areas by as much as 10 per cent to give a maximum of 1s 1d, and a minimum of 5s 6d per adult male. The general rise in salaries and wages has also resulted in a higher contribution from tax-payers in receipt of this class of income. During the present financial year the gross revenue of Native Treasuries is estimated at £2,630,000 against an expenditure of £2,760,000, so that £130,000 will be withdrawn from reserve funds which at the end of March this year, are estimated to be £3,310,000.

**ECONOMIC.**—The total purchases of groundnuts for export during the 1946-47 season amounted to 322,699 tons at a basic price of £16 per ton at railway buying stations and a minimum of £11 per ton at outstations, representing a total value to the producer of between £4,000,000 and £5,000,000. The general shortage of imported goods continued to affect the level of internal prices for locally produced goods and other articles. These were maintained at unnaturally high levels as the inhabitant of the Northern Provinces has little idea of saving the money which has been gained from his export crops until either consumer goods appear, or as a reserve to provide for his old age or to meet any family crisis.

**MINING.**—With the passing of the war years the tin mining industry is now returning to economic production as opposed to all-out efforts to produce tin in as great a quantity and as quickly as possible without regard to expense. As a result the figures for the production of tin ore and its associated minerals

dropped from the 1945 figure of 15,000 tons to 12,000 in the 12-month period, October 1946, to September, 1947. This has led to a reduction of some 10,300 men in the African labour force.

Gold production which stood at 3,315 ounces in 1945 dropped to 1,186 ounces in 1947. The high world price for lead has caused the reopening of the galena mine at Zurak in the Shendam Division of the Plateau Province.

**LAND RESTORATION.**—Discussion has continued on the policy of restoring areas destroyed by mining to full agricultural production. A team has been set up consisting of an Administrative Officer, an Inspector of Mines and an Agricultural Officer to examine and make a report on each lease in a congested area for which an application is received. A Re-soiling Unit is to be established on the Plateau to implement the approved policy that after a lessee has substantially restored a mining area its actual re-establishment as agricultural land shall be the responsibility of Government.

**LOCAL DEVELOPMENT SCHEMES.**—Schemes of rural development are pursuing their unadvertised way in many parts of the Northern Provinces and the benefits to the local population will become evident as they mature. The Daudawa Settlement continues to make valuable progress. Consideration is being given to proposals from the Benue Province for a co-operative mechanised farming scheme, and areas near Damaturu in the Bornu Province and Kontagora in the Niger Province have been examined to ascertain their suitability for the large-scale mechanised production of groundnuts. Katsina, Zuru and Daura Native Authorities continue to take the lead in schemes for mass education in rural areas.

A start is being made with a scheme to exploit the savannah woodlands of the Northern Provinces for small-sized timber by the use of a portable sawmill. The equipment has arrived and the Zaria Native Authority which is to conduct the original experiment has applied to the Nigeria Local Development Board for a grant to cover the capital cost and the first year's working.

The resettlement of hill villagers on the plains in the Biliri area of the Bauchi Province has continued to progress with the enthusiastic co-operation of the people whose frequently expressed wishes the scheme fulfils. A Development Officer is in charge of the scheme and lives on the spot.

Considerable progress is being made by the Co-operative movement in the Ilorin Province.

A sense of frustration has been noticed amongst all thinking persons at the delays and disappointments experienced, mostly because of shortage of staff and materials, in implementing Development plans. This feeling found expression in the House of Chiefs and the House of Assembly at their recent Budget Sessions, when many members voiced the dissatisfaction of the people of their home areas at the non-fulfilment of hopes for some particular scheme and were generally critical of the all too frequently reiterated explanation, "shortage of trained staff and materials". However it must be realised that this maladjustment of supply to demand is a world condition and is not peculiar to Nigeria.

**REGIONALISATION.**—During the year progress has been made with the regionalisation of departments intended to be so organised in future, and the first annual Estimates for the Northern Region have been framed on the basis of the regionalised organisation. The Unofficial Members of the Houses of the Northern Regional Council showed in their speeches their appreciation of the magnitude of this task.

**GENERAL.**—Field-Marshal Lord Montgomery, Chief of the Imperial General Staff, visited Kaduna on the 17th of November and inspected the Kaduna garrison on parade. A very large crowd watched the parade and gave the Field-Marshal a warm welcome.

It has been decided that the headquarters of Kabba Province shall remain at Lokoja but those of the Igala Division of that Province are to be moved from Idah, one of the oldest administrative stations in Nigeria, to a new site, more salubrious and convenient for administration, at Ateneğuma.

A new phenomenon has been the influx of travellers into Northern Nigeria from the United Kingdom by way of the Sahara. During the year, 393 persons arrived at Kano on this route using a remarkable variety of motor vehicles some of which had to be abandoned through mechanical defects in the desert. Lack of funds and sickness have caused much hardship to such travellers.

### Western Provinces

Meetings of the Western House of Assembly were held in July and December. At the July meeting the House unanimously accepted in principle five Bills, including the Nigeria Cocoa Marketing Bill and the Motor Transport Licensing Bill. A number of amendments were suggested. At the Budget Session in December five Bills and, by resolution, the Memorandum on Educational Policy in Nigeria were accepted in principle by the House. The first Western Regional Budget received a warm welcome. Throughout the proceedings there was no sign of any division into two opposing camps. All members, both official and unofficial, conceived it as their duty to work together as one team for the best interests of the Western Provinces. Criticism there was—always of a constructive nature. This was apparent both in the Budget debate and in the Select Committee on the Estimates, and useful suggestions were made. Unofficial Members particularly showed commendable initiative in introducing an unofficial motion asking Government to take measures to prevent Chieftaincy disputes going before the Supreme and Magistrates' Courts. This is a subject which is presently occupying the attention of the people of the Western Provinces and the speed with which it has found its way into the debates of the House suggests a close relationship between its members and the public. Further reference to this matter is made later in this Address.

In its first year the Western House of Assembly has made a good start and there is every prospect for a successful future. In the Western Provinces there is a general satisfaction with the new Constitution.

I am pleased to record that there has been a steady growth of Official Committees on which Africans are represented, and in some cases, are in the majority: amongst such committees are the Nigeria Cocoa Marketing Board

and its Advisory Committee (which meets in Ibadan), the Produce Inspection Advisory Committee, the Area Development Committee and the various Provincial Development Committees. This use of committees is part of Government's deliberate intention to give Africans an increasing share in the framing of policy and to encourage them to participate to a greater extent in Government now, in preparation for greater responsibilities in the future.

In the Ibadan Division, financial decentralization has placed Ibadan Town and District in some financial difficulties. These are being faced by the Native Authority and it is hoped that they will prove no more than temporary. Oyo Division has followed the lead of Ibadan and with the formation of five sub-treasuries Native Administration finance has been fully decentralized. At Ife the Oni's many preoccupations with Nigerian, as opposed to purely local interests have placed too great a burden upon him. Proposals have recently been approved to lighten that burden by the establishment of two subordinate Native Authorities, one of which will be responsible for Ife Town and Modakeke. Elsewhere similar developments are taking place; for example at Imala in the Abokuta Province a Subordinate Native Authority with separate Treasury accounts has been set up.

Important developments have occurred in Oyo Division which for a long time has been regarded as somewhat conservative. A Divisional Council has been formed and for the first time representatives from the outlying districts, including men without titles, have become full members of the Alafin's Council. Advisory Boards have also been set up in Oyo, Iseyin and Kishi. In Oyo untitled members have been elected at public meetings and come not only from Oyo town but also from the outlying villages of Ilorā, Fiditi, Awe and Akinmorin.

The recently formed Ekiti Council, now the Native Authority for Ekiti Division, is settling down to its work. Elsewhere there are signs of similar federation of small units which cannot economically stand on their own feet.

In the Agbor District of Asaba Division, for example, it is expected shortly to form the Ika Federation; nine of the eleven clans concerned have expressed their readiness to unite and establish a central Native Authority. Similar developments are under consideration in the remainder of this Division, also in the Kukuruku Division and in the Akoko District of the Owo Division. In the Western Urhobo area of the Jekri-Sobo Division the Councils are engaged in framing proposals for reorganisation. They too have decided that the time has come for the federation of small units and the establishment of a single Native Authority for the area.

This spirit of unity is perhaps most clearly seen in the development of Provincial Conferences which are attended by elected members from all the Native Authorities of a Province together with their Provincial Members of the House of Assembly. These Conferences are already in operation in the Oyo, Ondo and Benin Provinces. Discussions at these meetings help to keep Provincial Members in touch with local views and form a most valuable link between the Native Authorities and the Regional House of Assembly.

Unfortunately chieftaincy disputes continue to disturb the peace of some towns in the Yoruba Provinces. Some of these have gone to the Supreme Court and are involving the parties concerned in considerable trouble and

expense. So much so that during the December meeting of the House of Assembly an unofficial resolution was proposed by Chief J. R. Turco, The Risawe of Ilesha, second member for the Oyo Province, calling upon Government to initiate legislation to prevent the hearing by the Supreme Magistrates' Courts of any case involving the claim to a chieftaincy title. This resolution was adopted by a unanimous vote of both the official and unofficial members.

In the Ijebu Province the reorganisation of the Ijebu-Ode Town Native Courts has now received attention. Two fine new Court halls, complete with offices and waiting rooms, were declared open by the Awujale in November.

At Ishara discontent with Odemo's administration led to a request by the Ijebu-Remo Native Authority for an inquiry into his conduct. The Native Authority was advised that since it was the duty of a Native Authority to maintain order and good government in its own area the Native Authority itself should hold the inquiry. As a result of a report by a committee of twelve the Native Authority has recommended amongst other matters that the Odemo be deposed and the membership of the Ishara Town Council reorganized. The report and recommendations are still under consideration by Government.

The Alafin of Oyo's voluntary surrender of his claim to a contribution towards his salary from the Ibadan Native Administration was a wise and statesmanlike act which has gone far towards ending the ill-feeling which has too long existed between these two Native Authorities.

In December a disturbance took place at Abeokuta where demonstrations occurred to protest against the continued imposition of flat-rate tax on women. This form of taxation has been in force without protest for twenty-nine years. As a precaution additional police were sent to Abeokuta, but after about a week the demonstrations came to an end and the police were able to return to their stations. The Egba Advisory Council passed a resolution condemning those responsible for instigating the women to adopt such irregular methods of airing supposed grievances:

It is gratifying to feel that in the Western Provinces relations between Government, Native Authorities and the people are happy and that there is increasing understanding between all sections of the community.

### Eastern Provinces

The inaugural meeting of the Eastern House of Assembly was held between the 8th and 10th of January, 1947, the principal business being the making of Standing Rules and Orders and the election of unofficial members of the Legislative Council. At a second meeting held from the 21st of July to the 2nd of August six bills were referred to the House and the debates on them reached a high standard. The first meeting of the second session, mainly concerned with consideration of the Estimates of Expenditure for 1948-49, was opened with an impressive ceremony on the 15th of December when the Foundation Stones of the Eastern House of Assembly building were laid by His Honour, the Chief Commissioner (Sir F. Bernard Carr, C.M.G.), and the Reverend O. Offiong, O.B.E. (Member for Urban Areas other than Port

court). The meeting continued until the 22nd of December, but much of this time was taken up by the Select Committee on the Estimates of Expenditure. Besides the Budget business, however, the House considered five bills, a Memorandum on Educational Policy in Nigeria and an addition to Standing Rules and Orders. The spirit of co-operative and constructive criticism which is developing in the Eastern House of Assembly gives genuine cause for satisfaction.

Regarding the development of local government in the Eastern Provinces, His Honour the Chief Commissioner, in his address to the House of Assembly in December, summed up the achievement of the year 1947 as follows:—

"The development of Native Administration or, perhaps more correctly, the development of local Government in the Eastern Provinces, remains a matter of the greatest importance and urgency. I am aware of the desire of a number of Members, if not all Members, of this House to see a greater element of democracy brought into the system of local government. Not that I can agree that the present system is not democratic, but I fully realise that there is, in a number of cases, insufficient scope for the progressive and educated elements. It is my intention to provide this scope as early as possible, but you will realise that reform must inevitably be slow for, in accordance with democratic principles, the people themselves must be consulted. Since I last addressed this House, I can claim that some progress has been made and I trust that you will consider that we are proceeding on the right lines. To give but two examples, I would refer to the proposed establishment of a Native Authority for the rural areas of the Onitsha Province, and to the inquiries now proceeding to form a Divisional Native Authority for the Bende Division of the Owerri Province. In the former, the District Officer in consultation with all classes of the people, is endeavouring to build up a pyramid of Councils with the Native Authority for the rural areas at the top. He is beginning with the quarters of towns and villages and selecting members for the Councils comprising the foundation of the pyramid by popular election by the people. The results so far are encouraging and it looks as if at least 75 per cent of the Members will be literate. In Bende Division close consultation with the people is being undertaken and we are at present awaiting the result of their deliberations. Once again a higher percentage of literacy in the various Councils is expected. Similar steps are being taken in other areas and these will proceed as rapidly as possible, as time and opportunity offer. I trust that in these efforts to reform the existing Native Authorities, you will give every assistance and support which you can bring to bear. I am quite sure that all Administrative Officers would welcome very heartily any suggestions which you may have to make."

Progress continues to be made in the reform of the Native Courts, by reduction in the numbers together with improvement in the quality of the panel of members eligible to sit on the benches. It is, perhaps, too soon, as yet, to assess the effect on the quality of the justice meted out and the general efficiency of the Courts.

In implementation of the policy of Regionalisation, quarterly conferences of the regional heads of regionalised departments with the Residents of Eastern Provinces were instituted and proved of great value in improving co-ordination of action between the various branches of Government.

"Man Leopard" murders continued in the Opobo and Abak Division of the Calabar Province, but there were encouraging signs, particularly after a tour of the affected area by the representatives of the Ibibio Union, and growing determination by the people to co-operate with Government in stamping out this evil. In consequence, it became possible to reduce the number of extra police in the area from some two hundred to fifty, to repeal the Curfew Orders and to revoke the Proclamation applying the Pea Preservation Ordinance to the area.

The inauguration of Port Harcourt as a First Class Township awaits the necessary legislation. The proposals for the constitution of the Township Council were fully discussed with the people and have met with warm popular approval: they provide for the formation of a Council with an elective majority and under the chairmanship of the Local Authority.

The division of the former Owerri Province into two, the Owerri Province and the Rivers Province, was effected and is proving itself fully justified.

The flat rate of tax was increased by sixpence or one shilling in most areas during the year.

The salaries and wages of Native Administration employees have been revised and the new rates were put into effect as from the 1st of October; it has been decided to pay arrears as from the 1st of January, 1946, as soon as the necessary funds can be found.

Progress on the Development programme has continued to be hampered by shortage of staff and material; the situation is improving slowly, but shortage of heavy engineering equipment in particular has prevented the implementation of many major development projects.

Hospitals have now been completed at Abakaliki and at Victoria, and work has commenced on a new hospital for Onitsha. At Aba a School for Sanitary Inspectors has been constructed, and erection of a Nurses' Training School has commenced. In the Cameroons an Epidemiological Unit has commenced work and has already achieved valuable results.

Work on Leprosy Relief has continued. A start has been made on the erection of buildings at the projected new Leper Settlement at Isoba in the Rivers Province. At Uzuakoli and Oji River Settlements work has been extended and considerable new building undertaken.

Major development in the Eastern Provinces, is, however, to be seen in the road construction programme. The Kumba-Mamfe road has been completed with the exception of one bridge, for which materials are now assembled. The Bansara-Mamfe road is now passable, and will be open to traffic by the end of March, 1948. Excellent progress has been made on the Calabar-Mamfe road, which has now reached Mile 55 from Calabar. On completion these trunk roads will provide the basis for the much needed internal road communications in the Cameroons, in addition to providing land links which do not at present exist between the Cameroons and Nigeria.

The new landing stage at Oron has now been completed, providing improved facilities for communication with Calabar, which has for long been a desideratum. Existing trunk roads have also been improved by a comprehensive tarring programme, on which the sum of £41,000 has been spent to date.

In addition to these road improvements, an extensive programme of feeder road construction has been undertaken by Native Authorities, with assistance from Colonial Development and Welfare funds, and some £75,000 will have been spent on these roads by the end of the financial year.

Work on rural water supplies has been concentrated principally in the Nsukka Division of the Onitsha Province, where considerable improvements in local supplies have been effected by the damming of springs, the improvement of catchment areas, and the construction of storage tanks. This work has recently been extended to the neighbouring Udi Division. Work has also been undertaken on a smaller scale in the Owerri and Ogoja Provinces; in this connection the over-riding factor has been the necessity to concentrate the limited staff and materials available in Nsukka and in Udi. There are signs that with the arrival of additional staff and mechanical equipment, including drilling equipment it will be possible in the near future to undertake much more comprehensive development in this direction. Work on the rehabilitation of existing wells has continued, but the results have not been entirely satisfactory.

Schemes for an improved water supply for Onitsha, and allied to them, a hydro-electric scheme for the town, are now in an advanced stage of preparation, but delays in obtaining the necessary machinery for schemes of this magnitude are such that no immediate improvements are possible. The difficulty in obtaining heavy engineering equipment throughout the year has resulted in little progress being possible on urban water supplies, electricity development, or on telecommunications development.

Three Pioneer Oil Mills are now in operation at Amuro, Azumini, and at Umuchima; a mill being erected at Ahoada is nearing completion, and will be in operation in the near future; four other mills are scheduled for erection as part of the immediate programme and a second programme for the erection of further mills is now under consideration.

Implementation of Town Planning Schemes in Port Harcourt has now commenced, with a view to alleviating the acute shortage of housing there. The Town Planning Authority for Umuahia has drawn up schemes for an improved market and for a cattle kraal. It is hoped that planning authorities to undertake improvements in Onitsha and Enugu will be set up shortly. During the course of the year solid progress has been made with the Bamenda-Cross River Calabar Resettlement Scheme; a considerable acreage has now been planted with oil palm, and the first settlers have established themselves.

Satisfactory progress has been made at the Soil Conservation centre at Agulu, and it is proposed in the near future to extend soil conservation measures based on experience gained at Agulu to other seriously affected areas in the Onitsha and Owerri Provinces.

For the limited period January to November, 1947, the gradings of palm oil exceeded that of the whole of the previous year by 23,298 tons and the average for the past ten years by 8,918 tons. Gradings of palm kernels at 152,446 tons for the eleven months compare with an average grading over the past ten years of 166,335 tons.

### Colony

At the beginning of the year the Oba Falolu caused considerable dissatisfaction amongst the White Cap Chiefs by departing from established custom and investing in members of his own household powers which should customarily have been given to his Chiefs. This dissatisfaction reached a peak when it was found that the Oba had appointed without consulting the Chiefs in the customary manner, one Karimu Kotun to the post of Ajiroba, and had conferred Chieftaincies on certain persons in the Ejigbo area of the Ikeja Division, a prerogative of Chief Ojon. Thereafter the White Cap Chiefs refused to have further dealings with the Oba until the former appointment had been abrogated, and as a result of the administrative confusion which resulted, the Commissioner of the Colony was obliged to intervene. Since, despite due warning, the Oba remained intractable, Government withdrew its recognition of his position and suspended his stipend. The Oba then sought the assistance of certain political organisations, but since he derived no advantage from this he accepted the advice of interceders, consisting of local ministers of religion and members of the Oshugbo and Ilu Societies with the result that by the end of the year reconciliation was almost complete.

The shortage of accommodation, both official and residential, in Lagos has become more acute, and for some time it has been necessary to accommodate Government offices in private buildings held under requisition. Since the power of requisition, with a few minor exceptions, lapsed on the 31st December, it was a matter of urgency to provide office accommodation for the various departments concerned. The new Secretariat building on the Marina was completed in December, and the space thus created in the old building was available for certain departments but in addition to this it was necessary to construct blocks of offices on the Ikoyi Road in the vicinity of the military barracks. Although pressure is still acute, all departments are now accommodated in Government buildings and all private buildings have been derequisitioned—apart from a small number in the possession of the War Department. The buildings which for some years have disfigured the King George V Memorial Park were vacated by the Military authorities in April, 1947, and are being demolished. Owing to the tardiness of the contractors responsible for the demolition, this work is still not completed although action is now being taken to expedite it.

During the year work was completed on the Race-course, and the area inside the rails, which was originally of no use for public purposes, has been made into a recreation ground, comprising a running track, five football pitches and several cricket pitches. This ground is primarily reserved for the use of children from Lagos schools and boys' clubs, and, apart from fulfilling a very urgent need for the recreation of youth, it constitutes a very desirable amenity. Its creation has led to a very marked enthusiasm for

sports generally, and consequently to the formation of several cricket and football clubs which are showing good progress. The resuscitation of inter-colonial sports matches has also been a welcome feature, and contests have been held between Nigeria and the Gold Coast in cricket, tennis, football and boxing, and between Nigeria and Dahomey in football, the honours being in each case with Nigeria.

In February a highly successful Scout Jamboree was held in Lagos, being attended by over one thousand scouts drawn from all parts of West Africa. Unfortunately, due to transport difficulties, the contingents from the French Cameroons and French Equatorial Africa were unable to attend, but the French Empire was represented by a troop from Dahomey. The Jamboree was presided over by Lord Rowallan, the Chief Scout.

In February an appeal was launched for funds for the newly constituted Nigerian Ex-Servicemen's Welfare Association, and a sub-committee was established to organise the various methods of collecting money. Despite the efforts of all concerned the receipts were somewhat disappointing as a total sum of only £1,167 5s 3d was collected in Lagos. Adequate funds have, however, been received from other sources, and the Colony Regional Council has already done much to alleviate the hardships suffered by certain sections of ex-servicemen in Lagos and the Colony. The problems with which it is faced, however, are greater than is generally supposed, since a large proportion of the ex-servicemen from the Protectorate are continually streaming into Lagos in the vain hope of obtaining employment, and so far no inducement has succeeded in attracting them back to their villages.

During the latter part of the year the peace of Lagos was marred by the activities of a mysterious strangler, whose habit was to waylay women in the Oke Suna district and to strangle them before or after violating them. By the end of the year the number of such victims amounted to five but, owing to the lack of co-operation on the part of the towns-people in the neighbourhood, the police have not as yet been able to make an arrest.

During the past year Lagos has been visited by a Parliamentary Delegation, by Field-Marshal Viscount Montgomery of Alamein, and by the Arthur Rank Film Unit. The Field-Marshal was given a great ovation during his drive from the airport to Government House, and it was clear that his name was held in high esteem by all sections of the community. The sloop, H.M.S. *Nereide* also visited Lagos in March and November.

On the 14th of October Lagos witnessed with regret the departure of Lord and Lady Milverton, who left Apapa for England by the new Elder Dempster vessel *Accra*. Not even the torrential rain which started just as the departure ceremony was due to begin, could damp the enthusiasm and sincerity of their numerous admirers who had gathered at the Apapa Wharf to bid them farewell. Lord Milverton's popularity among the people of Lagos was shown by the acclamations of the crowds lining the streets and by the valedictory articles appearing in the local Press.

The attention of the Lagos Executive Development Board during the year has been devoted principally to intensive preparations for the re-planning of Lagos. Detailed investigations have been carried out by highly qualified contractors into the methods of swamp reclamation, which is an

Some progress has been made in the control of village cattle herds in the Ondo and Benin Provinces.

In the Bamenda Division, with its promising prospects for development of cattle husbandry and mixed farming, cattle improvement work on Bambui Farm was continued in close co-operation with the Veterinary Department with the object of producing the type of animal best suited to the settled mixed farmer. Experience has shown that the best of the local breeds is the Cameroons Gudali, and it has recently been decided that both departments will concentrate on this type of cattle. An interesting development at Bambui Farm has been the gradual replacement of Fulani herdsmen by natives of the area, who are proving genuinely interested in cattle work and, with instruction, make capable herdsmen.

Piggeries of the Agricultural Department in the Northern Provinces have supplied breeding stock and pigs for local culling at the rate of about 250 head per month. An increase in production has recently been authorised.

Experiments in crossing local pigs with imported breeds have proved very successful and in the Western Provinces there is a steadily increasing demand for improved breeding stock from neighbouring pig keepers. In the Eastern Provinces where Trypanosomiasis is a serious problem pig keeping under fly-proof conditions offers promising prospects. There are however certain difficulties still to be overcome, notably the shortage of cheap protein concentrates, and until adequate supplies of such concentrates are available no large scale development can be looked for.

Sales of milk at the various departmentally controlled dairies totalled 23,000 gallons.

A census of sugar makers showed that at the end of 1946 there were 164 crushers in operation with an estimated output of 1,810 tons of brown slab sugar per annum. The demand for new mills is heavy, and fantastic offers have been made for secondhand plant. Of 164 new mills on order fifty-eight have arrived during the year. At the end of July railments from Zaria were 844 tons compared with 583 tons in the previous year.

The supply of fresh vegetables has been well maintained, railments from Kano totalling 531 tons at the end of September compared with 399 tons in 1946-47.

A poor rice season in 1946 led to reduced millings at Baro and Badeggi where the production of clean rice at the end of September of last year was only 379 tons compared with 524 tons for 1945-46. Small rice mills have been set up in the Benin, Warri, Ondo, Abeokuta, Ogoja and Onitsha Provinces. These are being operated by the department in the initial stages for testing and demonstrating but it is intended to hand them over to some form of local enterprise as soon as this can be arranged.

Good progress has been made in the provision of water supplies at the Oil Palm Research Station at Benin. The building programme is behind schedule owing to lack of materials, but it is anticipated that a number of buildings will be completed by the end of the year.

Altogether there were eighty-one students in training at the Ibadan school of Agriculture and forty-three of these, including six Gold Coast students, have completed their training. At Samaru there were forty

students and of these nine have completed their training. To remedy the shortage of Assistant Agricultural Officers a new three-year supplementary diploma course was started for giving further training to selected Agricultural Assistants of special ability. At Oyo Farm School twelve scholarships were awarded. The settlers who have been trained at the farm school in improved methods of farming have continued to make satisfactory progress.

The Daudawa Settlement Scheme continues to attract a deal of attention by reason of the greatly increased standard of living which improved methods of farming by bullock cultivation have brought to the settlers.

The department continued to assist the Bamenda-Cross River-Calabar Land Settlement Scheme on the Calabar-Oban road with staff, advice and planting material. One hundred and forty acres of oil palms, planted with improved seedlings were successfully established, and 28,000 improved oil palm seedlings were supplied and planted in nurseries for use next season.

#### Co-operative Societies

The year 1947 saw steady development in the Nigerian Co-operative movement, the advance being most marked in Calabar Province, where the Thrift and Credit movement expanded rapidly, and among Salary-Earners' Thrift and Loan Societies in the Northern Region. The number of societies under departmental supervision at the end of 1947 was 791, an increase of 141 over the previous year's figure.

The marketing unions of the co-operative cocoa farmers made further progress towards exporter status. In 1946-47 five unions had been classed as "A" shippers, and at the beginning of the present season two other unions were added to the membership of the Association of Nigerian Co-operative Exporters. Thus seven out of the total of twelve unions are now collectively classed as a licensed buying agent (the present equivalent of "A" shippers) and their production exceeds threequarters of the total co-operative production.

Cocoa output by the movement in 1946-47 was disappointing, tonnage falling by 510. This was largely due to a temporary breakdown of the arrangements for financing purchases. In the current season co-operative production, like that of other farmers, has been unusually low, but the societies are maintaining in a poor crop year their percentage of the total Nigerian output.

To summarise, the co-operatives produced 13,253 tons of cocoa in 1946-47 of which they exported 8,569 tons themselves. Sixty-eight per cent of the co-operative output was grade I. Societies made loans of £4,666 to members, of which ninety-three per cent were punctually recovered. Deposits by members in their societies at the 31st of March, 1947, stood at £16,061—an increase of £11,272 over the previous year. Members are thus making more use of their societies as village banks as well as marketing organisations.

The Thrift and Loan movement among salary-earners has expanded considerably, particularly in the Northern Region. In the year ending 31st of March, 1947, the total number of operating societies rose from 224 to 265 and membership from 8,717 to 10,885. Total assets increased from £154,048 to £204,671, most of which is on deposit in the post office savings bank,

At the end of 1947 there were 311 societies operating. Although the management of societies' affairs by their officers in many cases lacked thoroughness, these societies have been performing a very useful service for their members.

The Thrift and Credit movement among traders and farmers in Calabar Province made a big advance. The number of societies, now 198, has more than doubled since March, 1945, while assets at the 31st of March, 1947, were £7,308 compared with £4,110 a year before. This development has been quite spontaneous. Financial discipline and committees' control have been good. The Calabar Province Thrift and Credit Union, the nucleus of the future co-operative bank for this area, satisfactorily extended its business. At the end of the year its membership comprised seventy-eight societies and its assets were £1,077.

The embryo Consumers' Co-operative movement had a difficult year owing to the continued shortage of supplies in most lines of goods. In recent months, however, there has been some improvement and a more liberal flow of textiles and certain other commodities has enabled both urban and rural societies to satisfy their members and stabilise their own finances through the increased turnover. Only twenty-one societies in all were operating during the year. Of these, the Lagos Co-operative Provisions Shop is the largest. This society, after sustaining a serious deficit on trading in yams, has recouped its losses and enters 1948 with good prospects of success.

In the Udi area two Co-operative Maternity centres performed good service for the women of the remote villages. Other centres are in the course of formation.

In the Ondo and Benin Provinces seven co-operative schools have been the means of introducing elementary education into out-of-the-way villages. These schools have been built and equipped by capital and labour provided by members and are maintained by members' annual subscriptions as well as by parents' fees.

Craftsmen's societies operated at Ikot Ekpene (raffia products and soap-making), Benin (woodwork and shoe-making), Awka (woodwork and smithing), Awkete (weaving), Oyo (leatherwork), Kano (production of blood and bone-meal), Agege (fruit, fruit drinks and honey), and Lagos (ebony carving). All these societies have had a good year financially and have turned out a variety of articles which have been much appreciated both in Nigeria and abroad. The Ikot Ekpene Co-operative Raffia Marketing Society, in particular, had a bumper year, selling over £10,000 worth of raffia articles; most of these were disposed of in the United Kingdom. The Agege Farmers' Society has successfully emerged from last year's difficulties and besides doubling its production of fruit drinks has added the refining and export of honey to its activities. The Co-operative Crafts Shop in Lagos was successfully established and sold about £1,900 worth of the various products of the societies mentioned above.

The statutory audit of registered societies was carried out by auditors employed by the Nigeria Co-operative Federation, Limited, which as usual found difficulty both in collecting fees from the societies and in balancing

its budget. The Nigerian Co-operative Supply Association, Limited, underwent considerable expansion. Besides supplying stationery and equipment to all societies, and acting as the agent for the sale of many crafts' products, this association undertook the import and distribution of various consumers' goods—a business which is expected to expand steadily from now onwards.

Shortage of trained staff continued to handicap the department, but all things considered the year's performance has been satisfactory and its future prospects appear to be good.

### Forestry

The Forest Department found no difficulty in working upon a Regional basis during the year, but in view of the necessity for a gradual devolution of responsibility a considerable volume of administrative work, which will eventually rest with the Regions, is still dealt with by the Chief Conservator's office.

The recruitment of officers for the senior service has continued to lag very far behind requirements and this factor alone prohibited the immediate development of the Forest Administration plan. The plan has nevertheless proved most useful in preventing any diffusion of effort by laying down a definite objective and a clear line of approach to its attainment, and it can be implemented step by step as officers become available.

It should be observed that this lack of officers is a great handicap to progress in Africanisation, for their tutorial functions are as important as their purely technical and administrative duties. When the establishment of the officer staff is not up to strength the remaining hard pressed members have to devote most of their attention to day-to-day routine and cannot spend the time they should on the selection and training of men for higher posts.

In spite of this the department was ready by the end of 1947 to enter the final stage of training Africans for appointment to the senior service. The creation of the rank of Assistant Regional Forest Officer, filled by promotion from Forest Supervisor or Forest Assistant, Grade I, and forecast in Lord Milverton's last printed Address to this Council, completes the machinery for the selection of potential Forest Officers from the technical grades. Both the Chief Conservator and I place the greatest stress upon the careful selection of men of proved character and ability both to control their fellows and to manage forests in the field, rather than upon the possession of mere academic qualifications which are only a first requirement.

Two posts of the rank of Assistant Regional Forest Officer were filled on the 1st of April, 1947, and it is now hoped that the two officers appointed to them will be sent to the Imperial Forestry Institute at Oxford in October, this year, for a twelve months special course, with a view to considering them, provided they obtain satisfactory reports, for appointment as Assistant Conservators in the Nigerian Forest Service. In addition to this purely departmental source of officer recruits, it is intended to draw in the future upon the new University College for the professional training of selected graduates in Natural Science.



A Forest Assistant, Grade I, who has been specially trained in the subject, has been recommended for a scholarship to read an honours degree in botany at Oxford University, with a view to considering him for appointment as a Botanist or Silviculturist in the senior service.

During the past twelve months the Ibadan Forest School has been expanded. The new buildings, of wood with shingle roofs, have been found very satisfactory as well as pleasing in appearance. The course which ended in December, 1947, commenced with forty students; five resigned, one was invalided, one was dismissed and twenty-five passed the final examination. Of the remaining eight, seven will be given a further opportunity of sitting the examination. A special advanced course for selected Forest Assistants, Grades II and III, was completed in June, 1947, and all five men passed. Four have already been promoted to Forest Assistant, Grade I and the other will be promoted in the coming year. Thirty-five students, including two from Sierra Leone, commenced the 1948 course in January. A higher proportion of students from the Northern Provinces would be welcome.

The Northern Region was the chief sufferer; during the year, from lack of officer staff, and this is the more regrettable because the administration there, including the Native Authorities, is keenly alive to the necessity for forest management and is willing to give every help to the department. However as existing commitments cannot be abandoned to initiate new projects patience must be exercised until the staff situation improves. The Northern woodlands, with their strong coppice growth, are not so vulnerable to man's action as are the high forests of the South, and although forest development is sadly in arrears in the North, no irreparable damage is being caused to the natural timber resources. The lost time can be made good in the future.

One development cannot be passed over without comment. The erection and working of a sawmill by a private timber worker, in the fringing forest of Jema'a, is a pioneer venture which has called for the greatest resource and hard work by him. It brings the Northern Provinces for the first time on to the department's records of production of mill-sawn timber and, it is hoped, will encourage other ventures of a similar nature. The working of the forest which serves the mill is under strict forestry control for a sustained yield.

Machinery was obtained, after long delays, for the working of the savannah woodland in the Anara Reserve, Zaria Province, for small dimensioned timber. The machinery, a simple tractor-driven sawbench and trailer, is now being erected and the coming year will show whether this important experimental development, financed by the Development Board through the Zaria Native Administration, can be expanded. The working of this woodland will be controlled by areas for a sustained yield, with coppice regeneration.

The Fuel Supply Scheme south of the Jos Plateau, to which Lord Milverton referred in his Address last year, has not been as successful as was hoped. In spite of the acute shortage of firewood on the Plateau it has been found that the market for fuel at competitive prices, which are at the

same time economic for a long haul, is limited. Nevertheless it is believed that the scheme has had a considerable controlling effect on market prices and its possibilities will be further examined.

The Western Region is well advanced from a forestry point of view. Reservation is nearing completion, as far as now seems practically possible, although it does not approach the theoretical ideal in extent. Also the control of forests has proved to be profitable. The valuable Benin forests are under planned management and the regeneration operations, under a tropical shelterwood system, now covers close on ninety square miles. It is perhaps not sufficiently realised that the imposition of this planned management in Benin has limited felling during the next twenty-five years to one quarter only of the area over which rights had originally been granted. This could not have been brought about without the co-operation of, and skilful intensification of, exploitation work by important firms. If all the regeneration operations were to fail (but every indication points to the contrary) Benin would still have 75 per cent of its forests intact when present commitments expire. Without this planned control it would have had none.

Such close working, quite new in the heavy forests of Africa, calls for the highest degree of technical skill backed by scientific research and large capital in the extracting agencies. The development of ancillary timber industries based on the large scale and highly technical production of the raw material in bulk would seem to be the most profitable future for this area, so suited for the growth of the finest forests in Nigeria.

The development of forest management and controlled working in Benin was slower than had been expected and it was not possible to make progress in the same direction in the Ondo and Ijebu-Ode Provinces, as had been hoped when Lord Milverton made his Budget Address twelve months ago.

The advantages of concentrated working have been amply demonstrated in Ibadan Division where the working by the Native Administration of the Mamu group of reserves and certain small plantations, totalling no more than forty-three square miles, under strict control for a sustained yield, produced a surplus of £3,139, or £418 more than all the general revenue fellings over the 4,765 square miles of the unreserved lands of the Ibadan Division. Such Native Administration working is of course only possible on a small scale and where the timber is used only for local consumption. It could not be attempted in the large export timber forests where overseas contacts are essential.

The Eastern Region continues to give cause for anxiety. It must be acknowledged that a balanced distribution of forest reserves is impossible in this Region. The heavily populated areas cannot spare the land for forests and there is no choice but to rely upon the large areas of forest reserve grouped in the remote, sparsely populated and hilly eastern part of the Region. In spite of the removal of the Forestry Regulations from the Owerri and Rivers Provinces, expenditure remains high and cannot be balanced by revenue until there is considerable development of forest management. The problems confronting the department in this Region are large and most complicated. If they are to be solved no reduction of expenditure can be foreseen in the immediate future but it is believed that a way has been opened

for such reduction by the realisation that a balanced forest distribution, aimed at with considerable trouble and expense in the past, is impossible and that a new approach is necessary.

Generally, the department has shed the greater part of its responsibility for direct production of timber upon the Native Administrations, and the Department of Commerce and Industries has during the year taken over control of the important Enugu Pitsawn Timber Schemes.

Exports have risen to 2,492,000 cubic feet of logs and 744,531 cubic feet of sawn timber, a total of 3,237,000 cubic feet against a total of 2,395,000 cubic feet made up of 1,845,000 cubic feet of logs and 540,000 cubic feet of sawn timber, in 1946. The increase only appears to have interfered with the satisfaction of local demand in the Western Region where many small operators previously supplying the home market turned to the more profitable export trade which made a certain degree of control necessary.

Gum arabic exports were 1,815 tons against 2,000 tons last year while the value of leopard and reptile skins exported rose to £77,296 from £60,645 in 1946, the increase being entirely in snake skins.

The total revenue received by the Central Government from forestry during 1947 was £32,633 against £41,090, the corrected figure for 1946, but that received by Native Administrations rose to £80,497 from £66,300 in the previous year. Expenditure incurred by the Central Government rose from £116,000 in 1946 to £164,531. This expenditure included £19,144 incurred on Colonial Development and Welfare Schemes and £1,457 on the Resettlement of Ex-Servicemen. Expenditure by Native Administrations rose from £66,600 in 1946 to £79,107 in 1947. Total Forest Revenue was therefore £113,130 against £107,366 in 1946 and total Expenditure £243,600 against £182,000. The increased expenditure, due to the general increase of salaries and wages, occurred as had been expected.

It would be unwise to forecast any marked expansion during the coming year until more is known of the officer recruiting possibilities. Attention will be devoted in the main to the transfer, wherever possible, of purely revenue collecting duties on unreserved lands to the revenue services of the Native Administrations and to the concentration of the trained Forest Service upon the initiation of profitable forest management under a sustained yield in the permanent forest reserves. Expenditure will continue to be high, as it must at this time if forestry in Nigeria is to be made a profitable concern on a permanent basis for the future. Consequently the Native Administrations have been advised to increase substantially the timber fees, which have remained static since 1925, to offset this increased expenditure.

#### Veterinary

Although much has been achieved during the past year in the control of epizootic and endemic diseases of livestock yet true development plans still continue to lag behind schedule owing to the general lack of staff and equipment, a regrettable position which, of course, is not peculiar to this department.

The production of vaccines and sera has occupied most of the time of the limited staff of the laboratory and apart from routine pathological and bacteriological investigations there has been little opportunity for the carrying out of any fundamental research. The world-wide demand for highly qualified research workers makes it very unlikely that the establishment of the laboratory will be brought up to strength in the near future. There has always been a shortage of such men, and the intervening war years have but served to accentuate it, also, it must be remembered that research workers of the calibre required in Nigeria are not "made in a day".

The field establishment, which in a new country is perhaps, the most important, for the skill of the research worker is of little practical value if it cannot be applied finally to everyday problems, also suffers from starvation. It is becoming increasingly difficult to fill and maintain even the normal postings within this section of the department far less can new areas be opened up.

At the present moment only in the school is there any ray of brightness to lighten the gloom over the staff position, for here at last the establishment has been filled. This is a big step forward, for, as the future of the livestock industry of Nigeria must inevitably lie with the people themselves, the sooner the school can maintain an even flow of trained men to the field the sooner can modern precepts of stock management be broadcast to the outlying peoples who, living as they do so close to the soil, will be the final judges who will make or mar the general improvement schemes which we are all trying to initiate in this country.

The rinderpest immunization campaign in the north still proceeds but its success is tending to defeat its own ends. The absence of any serious outbreaks during recent years has engendered a somewhat complacent attitude amongst stock owners, who are becoming more and more reluctant to bestir themselves and feel there is little or no need for them to move their stock into immunization camps for inoculation against a disease which has not seriously affected them for some years.

It will be appreciated that this *laissez-faire* attitude is most dangerous as it results in an ever-increasing percentage of susceptible animals being scattered widely throughout the herds along the northern boundary, and thereby constituting what we wish to avoid, chinks in our armour against an invasion of infection from neighbouring French territory.

In the central belt rinderpest has appeared amongst the highly susceptible cattle of that region. It was brought down by trade cattle from the north. Owing to high susceptibility it was not considered desirable to use dried goat virus, as is used amongst the northern stock, and recourse had to be made to spleen vaccine. This threw a very heavy burden on an already overworked laboratory and eventually a field laboratory was opened in Zaria to carry out this work. The various technical difficulties were eventually overcome and the output has been most satisfactory.

During the year permanent centres, from which immunization and general disease control work will be carried out, were erected at Yelwa in the Zaria Province, Mai-Idontoro in the Plateau Province and Gumel in the

Kano Province. Work has also been commenced at Jakiri in the Cameroons, where a veterinary farm and training centre already exist, in the building of a livestock improvement centre and a site for a similar project has been selected in Katsina Province.

Good progress has been made in the mapping of some of the major cattle trade routes and much valuable information has been gained of the extent of fly-belts encountered by stock *en route* to southern markets.

The trade in the export of hides and skins is flourishing and reports by both shippers and tanners on the quality and preparation are very favourable.

It is not yet possible to give the 1947-48 total value of hide and skin exports but it is estimated that it will be in the region of three million pounds sterling, approximately twice the value of any previous years' export. It is interesting to record that one of the largest shippers stated his overall figures showed a general increase during very recent years of the average weights of hides, this being due, in his opinion, to a steady improvement in stock management methods and the control or elimination of stock diseases.

The slaughter stock trade continues to increase in numbers and value, and undoubtedly, the householders of the central and southern belts owe much to the stock raisers of the north. It is a pity that the excessive number of middlemen, through whose hands the stock passes on its long trek southwards, results, in the end, in prohibitive prices being charged for meat, so preventing the poorer classes of the community from obtaining a meat meal except on a special occasion. It is hoped that the organization of trade routes, which is being attempted at present, will help by improving the conditions under which stock travel and reducing overheads, to bring the price of meat nearer to the pockets of all classes.

On the whole it can be asserted that the year's work has given very satisfactory results although, as already pointed out, more could have been achieved on long term policy work had adequate staff and equipment been available.

The reduction in the cattle population of the Plateau, through the implementation of the Cattle Control Order, and an increasing local demand for butter and fats, have created difficulties as regards the maintenance of supplies of *Vom* butter, cheese and other dairy produce.

It was decided early in the year that butter production should take precedence over cheese making, and in consequence there was a fall in the output of cheese from 80,000 lb in 1946 to 47,000 lb in 1947.

Butter production has increased by 5,000 lb over last year's figures and there has been an increase of 6,000 lb in clarified butter fat production.

The output of bacon, pork and other products of the bacon factory was down compared with last year. This was due to a shortage of pigs suitable for slaughter.

The figures for production during 1947 were as follows:—

	Pounds Weight	Value £ s d
Butter .. .. .	211,000	16,259 0 0
Cheese .. .. .	47,000	3,154 10 0
C.B.F. .. .. .	46,000	3,018 15 0
Bacon .. .. .	72,684½	6,243 14 0
Pork, fresh .. .. .	6,118¾	367 12 0
Pickled pork .. .. .	4,610½	134 8 6
Sausages .. .. .	6,047	320 10 1
Lard .. .. .	2,339¼	116 0 1½
Cash sales offal .. .. .	—	198 5 3½
		<hr/>
		£29,813 4 0

It has been agreed that the Food Production Scheme will be taken over by the Department of Commerce and Industries on the 1st of April, 1948, when it will be operated by them on a commercial basis.

The pig production scheme will not be taken over by this department; it will remain in the hands of the Veterinary Department until further notice.

The production of pigs for pork and bacon-processing by African growers is steadily increasing and every assistance will be given, whenever possible, to encourage this movement.

The erection of a bacon factory either by Government or by private enterprise is still under discussion.

The laboratory produced the following vaccines during 1947.

	doses
Blackquarter vaccine .. .. .	1,449,100
Pleuro-pneumonia vaccine (cattle) .. .. .	192,300
Pleuro-pneumonia vaccine (goat) .. .. .	16,200
Anthrax spore vaccine .. .. .	405,500
Haemorrhagic septicaemia vaccine .. .. .	14,010
Rinderpest (goat virus) vaccine .. .. .	233,500
Fowl cholera vaccine .. .. .	6,850
Fowl typhoid vaccine .. .. .	6,750
Fowl pox vaccine .. .. .	9,000
Contagious abortion (S. 19) vaccine .. .. .	3,950
	<hr/>
Total output .. .. .	2,336,900

The problem of immunising the highly susceptible cattle of the middle belt against rinderpest has not yet been solved. Further tests using goat virus vaccine in conjunction with anti-rinderpest serum have been necessary. For this purpose 18,600 doses of anti-rinderpest serum were produced during the year.

The existence of contagious abortion, on Government farms in particular, continues to cause grave concern and active steps are being taken to deal with the problem. Diagnostic tests were carried out on over a thousand animals from different parts of the country and the incidence of the disease has risen to over twenty-five per cent. In view of this the test slaughter policy of control has been revised and a more general use of the vaccination method of control has been adopted.

Experiments in the treatment of trypanosomiasis in cattle with the new phenanthridinum compounds were continued during the year. Further confirmatory evidence of the photosensitization effect of these drugs was forthcoming and additional work will be necessary before such drugs can be recommended for general field use. There is evidence that the reduction of the standard dose has led to the production of drug-fast strains of trypanosomes, and this contingency must be avoided if possible.

Experiments have been carried out to show the effect of trypanosomiasis on the normal levels of some of the principal mineral constituents and haemoglobin of the blood of cattle.

The Government of Nigeria assumed full responsibility for the maintenance of the veterinary school at Vom on the 1st April, 1947.

The three remaining vacancies for Veterinary Education Officers were filled during the year. This removed the greatest obstacle towards steady progress which the school has had to face in recent years.

Twenty-nine students were in attendance on the 1st of January, 1947, and forty-seven at the end of the year. Three qualified and six resigned. The graduation of the first two African Assistant Veterinary Officers was an event of note during the year and will remain a landmark in the history of veterinary education in Nigeria.

### Commerce and Industries

The activities of the Department of Commerce and Industries fall into two main categories:—

- (1) marketing of export produce, and
- (2) development of local industries and internal trade.

Since the inception of the department in February, 1946, much has been achieved, but the work of the department has been seriously hampered by difficulties of staff recruitment.

**EXPORT PRODUCE.**—The Department of Commerce and Industries has been responsible for the operation of the control schemes governing the main export crops, *i.e.*, cocoa, groundnuts, palm kernels, palm oil and benniseed. These schemes have been continued in accordance with Government's policy and retain in the interest of the producers the advantages of stable prices and orderly marketing. At the same time considerable modifications have been introduced as part of the adaptation of these schemes from war-time to normal conditions.

Of these changes, the most important has been the establishment of the Nigeria Cocoa Marketing Board, which assumed responsibility for all Nigerian cocoa from the commencement of the 1947-48 season. The Department of Commerce and Industries is acting as the executive agent of the Board.

In addition, buying agents under the control schemes are no longer limited to those individuals or firms who were exporting in pre-war years. The minimum conditions which a buying agent is required to fulfil have been fully publicised. The basic requirement is the ability to purchase 25 per cent (*i.e.*, 1/400th) of a normal total crop—the minimum considered compatible with orderly marketing. A number of applications have been received and investigated by the department and in appropriate cases new buying agents have been admitted into the control schemes.

Total purchases of groundnuts for export during the 1946-47 season amounted to 322,699 tons—the second highest crop on record. Of this total, 304,609 tons came from the Kano area and 18,090 tons from the River area. In the Kano area the basic price at railway line buying stations during the 1946-47 season was fixed at £16 per ton, whilst prices in the River area were fixed on a zone basis, the average price being £15 per ton. These prices have remained unchanged for the 1947-48 groundnut season for which crop prospects were considered to be good.

Owing to its reduced carrying capacity, the railway was only able to move to port some 213,000 tons of the 1946-47 Kano area crop, leaving a balance of approximately 92,000 tons unrailed at the opening of the new season. This abnormal position created a considerable storage problem which has been met by the provision of tarpaulins on a large scale to cover groundnuts stacked in pyramids in the open as a temporary storage measure.

The prices paid for palm produce under the export control schemes were increased by 50 per cent on the 14th of February, 1947. In the case of palm kernels this meant an increase from £11 2s 6d to £16 15s in the basic port price, whilst the basic price for Grade I palm oil rose from £17 to £25 10s per ton. As a result of these price increases, subsidies previously paid to maintain minimum prices at up-country buying stations were eliminated. Purchases for the export of palm kernels and palm oil during 1947 have totalled approximately 319,367 tons and 154,469 tons respectively as compared with 306,363 and 121,892 tons in 1946.

The flat minimum buying price for benniseed at all buying stations was increased from £7 per ton to £15 per ton on the 28th of March, 1947. During the six months immediately following this price increase, purchases totalled 5,957 tons as compared with a total of only 4,442 tons purchased during 1946.

The main 1946-47 cocoa crop in the western area at 102,000 tons was higher than normal, but the light crop, which produced 6,000 tons, was less than in 1946. During the 1946-47 season, no distinction was made between the main crop and light crop season in the western area but differentiation was solely according to whether the cocoa was of standard weight or light weight. The basic prices operative during the 1946-47 season were £50 per ton for Grade I and £47 10s for Grade II main crop (standard weight). Grade I accounted for approximately 23 per cent of the total purchases.

In the western area there was an abnormal degree of infestation of the 1946-47 main crop cocoa by tobacco beetle *lasioderma serricornue*. Special measures were taken to evacuate infested stocks to port as rapidly as possible.

where they were separately stored and shipped under special arrangements. In all some 15,000 tons, mostly from Ondo Province, were dealt with in this way. Despite these difficulties, the bulk of the main crop was shipped by the end of June, 1947.

On the recommendation of the Nigeria Cocoa Marketing Board and in agreement with the Gold Coast authorities, a new grading classification system was introduced for the 1947-48 season. Under this Grade I remained unchanged and three new grades (II, III and IV) were substituted for the former Grade II. The basic port prices payable under the Nigeria Cocoa Marketing Board's control scheme for the 1947-48 crop were as follows:—

	Per ton naked ex-scale	
	port of shipment	
	£	s
Grade I	62	10
Grade II	60	0
Grade III	57	0
Grade IV	47	10

for standard weight (main crop) cocoa. It will be observed that the price for the lowest grade is the same as that paid in 1946-47 for Grade II cocoa. The substantial premia now offered for the higher grades coupled with the introduction of the new intermediate grades will, it is hoped, provide the necessary incentive to the farmer to improve the quality of Nigerian cocoa—a matter of great importance and urgency if Nigeria is to attain and hold a proper place in the world's cocoa market of the future. The result of marketing in the first two months of the present cocoa season showed that these hopes were being realised. During this period, over 60 per cent of the total tonnage purchased was in Grades I and II.

During the year 1947, it was found necessary to retain many of the controls applied during the war years to those commodities which were not subject to international control. The destructive effects of unregulated marketing during the transition period will be readily appreciated and serve as a complete justification for the retention of controls.

In the past twelve months it has been found possible to widen the scope of Open General Licence to include two important export commodities, *i.e.* goat and sheep skins, tanned and untanned. A free market was established on the 24th July as notified by Public Notice No. 158 of 1947. Nigerian skins enjoy a world reputation and the full effect of the removal of restrictions should be clearly discernible in 1948.

Owing to the abnormally light rains during the 1946 logging season, and the consequent difficulties of evacuating logs, it was found necessary in the interest of domestic supply to impose certain restrictions on the export of timber from Western Provinces ports. In order to qualify for shipments to destinations within the United Kingdom, exporters were required to surrender certificates showing that deliveries had also been made to the Public Works Department, Ijora. Specific licences were issued on the basis of these certificates. It was not found possible to relax these restrictions during the year but it must be emphasised that these limitations are of a temporary

nature only and will be relaxed as soon as is expedient. As a result of the economic crisis in the United Kingdom, the Board of Trade in September suspended the establishment of contracts for timber pending the determination of its purchasing policy. Information has been received, however, that purchases will be resumed at the earliest possible moment. Shipments to the United Kingdom against existing contracts were unaffected and exports to the United States of America continue as hitherto.

The steady and wholly unanticipated decline in world rubber prices during the year following the re-opening of the London Rubber Exchange on the 1st January, 1947, confronted producers generally with a serious problem. Material relief was afforded, however, by the abolition of the Customs export duty of 2d per pound as from the 14th of August. Quotations on the London Exchange have recently shown a marked upward trend and the proposed limitation in the use of synthetic rubber should do much to improve the prospect of further appreciation in world prices.

As in the previous year, the British Cotton Growers Association was the sole buyer of Nigerian cotton for export to the Board of Trade. The response to the call for increased production was on the whole satisfactory, but owing to the presence of insect disease and unfavourable weather conditions, the total crop reached only 32,000 bales as against 37,500 bales in 1946. Prices payable at ginneries were increased for the 1947-48 season for 1st Grade Northern Allen cotton from 2.7d per pound to 3d per pound. This figure was also applicable to 1st Grade Ishan cotton. It is hoped that this increase in price will result in an increased tonnage of a higher quality cotton.

Export of capsicums to the United States of America was suspended as a result of a decision by the Pure Food and Drug Administration to prohibit the entry of capsicums containing any degree of insect infestation. As the 1946-47 Nigerian crop was infested to some degree no licences to export to the United States of America were granted. An investigation to find alternative markets is proceeding, the result of which it is hoped will have ensured adequate markets for the 1947-48 crop.

Owing to the critical shortage of caustic soda it was found necessary to reduce exports of soap manufactured in Nigeria to the British West African colonies and to prohibit exports to other destinations.

Locally woven cloth was removed from the prohibited list of commodities for export early in 1947. At present the export trade is concerned mainly with the other British West African colonies but the cloth is gradually gaining wider recognition.

The export prohibition on all imported goods and over almost the entire range of local foodstuffs remained effective during the year. Imported goods are admitted to Nigeria to satisfy a domestic demand and in consequence measures to protect local consumers had to be imposed. The production of local foodstuffs has not yet reached the stage where any surplus is available for export. Until such time as this is achieved no export of these commodities can be permitted.

The publication of Open General Licence (Export) No. 9 further increased Nigerian trade facilities by the delegation of powers to the Resident Commissioner for Calabar, Cameroons and Rivers Provinces to authorise petty trade on Fernando Po. A noteworthy feature of this order is the exemption of petty traders from the complex procedure of exchange control as this trade is conducted entirely on a barter system.

Exports to all destinations outside the sterling area remained subject to the provisions of Defence (Finance) Regulations, whereby exporters are required to repatriate the proceeds resulting from these exports.

**LOCAL INDUSTRIES AND QUASI COMMERCIAL ACTIVITIES.**—Pioneer mills for the extraction of palm oil are operated by the Department of Commerce and Industries on behalf of the Nigeria Local Development Board. Owing to machinery supply difficulties, it has not been possible to bring all mills into production as soon as was anticipated. At present four mills are in operation at the following stations:—

(1) Amuro (2) Azumini (3) Umuchima (4) Ahoada.  
Five additional sites have also been selected and construction work is proceeding satisfactorily. Production figures from the Amuro and Azumini mills show the following encouraging results:—

Amuro .. .. .	241 tons of oil produced from 1,192 tons of fruit milled.
Azumini .. .. .	45 tons of oil produced from 244 tons of fruit milled.

The production periods respectively were the 11th October, 1946, to the 31st December, 1947, and the 29th April, 1947, to the 31st December, 1947.

Tests on the relative efficiency of the mills as against hand presses show the following results:—

Mill extraction : Percentage of fruit milled .. .. .	20.65 per cent
Hand press extraction : Percentage of fruit milled .. .. .	14.67 per cent

The most encouraging feature of mill oil production is the low FFA content which to date stands at 4.45 per cent with impurity and moisture content well below Produce Inspection specifications. In the light of one year's experience of the operation of the mills it can be definitely stated that the enterprise can be a commercial success in spite of the fact that the initial operation period of three months can show no profit. When the natural suspicion in the local population of a new process has been dispersed, many of the initial difficulties of fruit supply disappear. It is now generally accepted in those areas where mills have been established that the enterprise will prove of great benefit to the local people, due to the fact that producers are assured of a steady market for their fruit at maximum prices.

Nigeria as a whole benefits through the increased production of oil and kernels and the better quality of the oil as represented by the low FFA content as well as the low impurity and moisture content. Furthermore, the sale of fruit to the mill ensures that all the palm kernels produced are available for export. With hand methods of extraction nuts are often neglected and wasted.

In accordance with the provisions of the Ten-year Development Plan, the department has begun work on the development of the native textile industry. It is proposed to set up eight centres situated in areas where the enterprise can be readily absorbed into the local economic structure. At the moment two textile centres at Ado Ekiti and Oyo are already in operation, one is in process of construction at Auchi, and a site has been chosen for a centre at Minjibir near Kano. The delay in the establishment of the other centres has been due to the serious difficulties of obtaining staff. Results to date have proved most gratifying both from the point of view of cloth produced and response from the local population. Considerable numbers of trainees have already received instruction and returned to their villages where their efforts are directed to the improvement of the local craft. A scheme is at present under consideration whereby spinning wheels and looms will be constructed in the textile centres and distributed to trainees. It is hoped that this scheme will do much to improve further the quality of locally produced cloth. During the recent visit of two members of the Empire Cotton Growing Corporation, it was suggested that it might be of distinct advantage to establish a small spinning factory to provide yarn for the local textile industries and the establishment of such a factory is receiving careful consideration. Local methods of ginning and spinning are extremely wasteful of labour and the wide distribution of cotton seed is liable to spread disease. It is preferable for all seed cotton to be ginned at a central ginny where the seed can be properly treated.

A survey of the tanning industry in Nigeria was begun in August, 1946, by an officer seconded for the purpose from the hides and skins inspection branch of the Veterinary Department. The principal objects of the survey were to investigate materials used by Nigerian tanners with a view to their improvement, and with a view to the reorganisation of the industry as a whole. The survey has now been completed and the recommendations of the Tanning Officer are being considered.

The arrival of a Fibre Officer in December, 1947, has made possible the investigation of a variety of fibres which had been previously submitted for examination from all areas in Nigeria. On completion of his preliminary tests, this officer will make a survey similar to that for the tanning industry.

On the 1st April, 1948, the department will take over the whole of the activities of the Dairy Production Scheme in the Northern Provinces, and the distribution of the products is already supervised by the department. Meanwhile the expansion of the scheme throughout the Northern Provinces is under active consideration. Supplies of equipment are on indent for the expansion of butter and C.B.F. production and experiments are proceeding for canning these products to assist in their better distribution.

The accounting for the Enugu Pit Sawn Timber Scheme was undertaken as from the 1st October, 1947. The full management will be taken over when the Timber Marketing Officer arrives. The expansion of the scheme is under consideration.

The management of Ikoyi Government Rest House and Restaurant was taken over on the 1st April, 1947. The Rest House provides accommodation for seventy people for whom normal hotel facilities are available, and the

Restaurant has provided an average of 240 meals daily. The Restaurant facilities are being increased to accommodate a further sixty-four people at the new Transit Camp and the Ikoyi chalets, when it is expected that 200 meals per day will be provided. In addition a new Restaurant to be built at 20 flats will shortly be opened.

On the 30th June, 1947, the Disposals Mission of the Ministry of Supplies which operated under the control of the department, ceased operations and the specially engaged disposals staff was then disbanded. The Disposals Mission from its inception sold surplus stores in Nigeria to the value of £500,000. These included some 3,000 vehicles, many of which were repaired by purchasers and formed a valuable addition to transport in Nigeria. Some £27,000 worth of clothing and textiles were also sold. Practically the whole of the sales were conducted by auction and the staff, both local and from overseas, conducted the disposals speedily and efficiently.

In order to assist in the supply of textiles to Nigeria, arrangements were made by the United Kingdom Government to purchase a large quantity of cloth from Japan and a shipment of unprocessed grey sheeting was received in October for sale through Government to merchants. This shipment of one and a quarter million yards, valued at over £250,000, has been sold and distributed by the department.

Offers by the United Kingdom Government of surplus Army and Air Force clothing lying in Italy were accepted by this Government and sold by tender, realising £27,000. Three shipments of textiles from United Kingdom surplus Army stores were also accepted and sold by tender for £46,000. These transactions have now been completed and the proceeds of the sales are being remitted to the United Kingdom Government on whose behalf they were sold.

The last of the railway tank wagons have been sold and the military tyre retreading plant returned to the War Department in the United Kingdom. Consequently, the physical stock side of the war-time activities of the Supplies Branch have been cleared up. The accounting for all these transactions is complicated and voluminous but it is anticipated that final settlement of all accounts will be completed in 1948.

Inquiries for contacts between overseas exporters and local importers have increased during the year and many firms have expressed their satisfaction at the resulting increase in business. There is a large volume of work to be undertaken in order to build up records of reliable small importers and exporters throughout Nigeria. It is unfortunate that many small importers are failing to take up goods ordered by them, resulting in loss to overseas exporters and grave damage to the credit of Nigerian trade. As far as possible the department is helping to settle such disputes and to render accurate information regarding the status of individual importers. However, no great progress can be made until the small importer realises the necessity of honest business practices, the honouring of bills and the careful consideration of the goods he orders. The whole future of the African business depends on his building up a reputation with overseas firms for sound business dealings.

The function of Imperial Trade Correspondent which was assumed by the Director at the inception of the department was carried on successfully throughout the year. Many inquiries were dealt with from various departments of the Board of Trade as well as from private firms.

Another important aspect of the trade branch of the department are the facilities afforded for the dissemination of advice to Africans who propose to set up businesses or local industries in Nigeria. Many travellers from overseas have also visited the department for advice regarding the establishment of enterprises in this country.

The monthly issue of the bulletin continues and is appreciated by the recipients. Its form may be altered in 1948 but its object will remain to bring to the notice, mainly of small business men, opportunities for expansion. Publications and catalogues are available for inspection in the department's new library.

**FISHERIES.**—Due to lack of staff and equipment, expenditure for 1946-47 amounted to only £4,300 out of a vote of £15,400. Expenditure for the first half of the 1947-48 financial year has amounted only to £3,000 out of the £22,500 which was approved.

A Master Fisherman arrived in Lagos in the latter part of 1946 and his first task was to train his crew to make trawls and other nets. Subsequently, he tested the nets in the waters of Lagos harbour and lagoon, using a small motor vessel. As expected, it was found that fish stocks were not sufficiently large to provide a vessel of this type with an economic return. Furthermore, excessive numbers of immature fish were being caught even where large meshed nets were used. In addition, it was found that damage was being done to native drift nets.

The Master Fisherman was then transferred to Port Harcourt to explore the larger creeks and estuaries in the Eastern Provinces. Results to date have not proved encouraging and tend to indicate that the offshore areas are most likely to repay fishing from small motor vessels.

Accordingly, Government, in October, 1947, approved the purchase of a 35-foot all-purpose motor fishing craft—the smallest size with which it is possible to operate at sea with all types of gear. Work is also proceeding in fitting out a 19-foot lifeboat under the supervision of a second Master Fisherman who arrived in October of last year. At the same time this officer was engaged in producing ring nets, drift nets and seine nets for trial at Lagos.

As yet it has not been possible to recruit a Fish Farmer, a post which it was hoped to fill from the Fishing School at Hong Kong. Efforts are now being made to obtain a suitable candidate from India. In the meantime, cultivation investigations are continuing at Lagos and are now directed towards the collection of data on the economics of rearing grey mullets and schilid perches. Experience has proved that these species are the most tolerant of pond conditions in brackish waters and thrive best on the abundant and easily crushed hermit crab applied as food in the form of a dressing. The commercial fish farm experiment showed that, from causes not yet discovered, the cultivation of grey mullets in a blocked-off creek was not wholly successful. By virtue of this, the creek has now been turned over to

the growth of cichlid perches as well as grey mullets. Results to be obtained from experiments with both ponds and the fish farm have not been conclusive but much valuable information has been obtained and will provide considerable benefit when the services of a Fish Farmer are available and the work can be extended. It must again be emphasised that lack of storage is one of the main factors limiting the present experimental work.

Records have been maintained of landings at Igbo and Mekwenbe and Five Cowrie Creek over a period. These records will provide information on the fishing gear and seasonal catches—data which is essential to a proper understanding of the effects of native fishing methods on fish stocks.

At the invitation of this Government, Dr E. Trewavas of the Fishery Section, British Museum, visited Nigeria from January to March, 1947, and at Lagos made an extensive collection of various locally important fish. In a preliminary report, Dr Trewavas stated that immediate results such as increases in the fish population, or in revenue, arising from fishing, should not be expected. It was emphasised that so little was known of the natural economy of Nigerian waters at present that there was little basis on which to advise either fishermen or Government. In conclusion, it was considered that the emphasis of development should be focussed on research and liaison between fishermen and Government. Dr Trewavas's final report is not yet available.

The development of a number of industries subsidiary to fishing has also received attention. Work has been carried out on the following

- (1) utilisation of oyster shells for lime and poultry grit ;
- (2) utilisation of swim-bladders for isinglass ;
- (3) utilisation of mangrove bark for textile dyes and preservatives ;
- (4) utilisation of fish livers for vitamin extraction.

Numerous members of the public have inspected the work at the experimental station at Onikan and much information and assistance has been given in reply to frequent private and commercial inquiries.

### Customs and Excise

Increased importations of both capital and consumer goods are reflected in a most satisfactory return of import duty revenue. Collections during the period April to November, 1947 showed that they exceeded all previous returns on record for a similar period, as well as showing an increase exceeding £1,250,000 over this period of 1946, which was itself a record year.

Although specific duties provide the major portion of the revenue derived from import duties, it has nevertheless been apparent that increasing world prices have resulted in proportionately greater collections from the range of articles subject to *ad valorem* duties.

There are unconfirmed reports of overstocking of a few imported commodities, but a steady demand continues for such important items as cotton piece goods, wearing apparel, bicycles, motor vehicles and all building materials.

Revenue from exports has been disappointing and shows a decrease over both the previous year and the estimates. This short-fall cannot be entirely attributed to the deletion of rubber from the export duty schedule during

August, 1947, as the failure to evacuate large tonnages of produce, particularly groundnuts, during the period under review has also been responsible to a major degree. It is hoped that returns will show an improvement before the end of the financial year.

At the end of November export duties showed a decrease on the proportionate estimate of over £230,000.

Excise duty is at present collected only in respect of manufactured cigarettes from which over one million pounds duty per annum is collected at a small cost to Government. Returns for the financial year to the end of November reveal a slight short-fall on the rather ambitious estimate, but nevertheless there has been an increase of nearly £100,000 above the collections during a similar period of 1946.

The British American Tobacco Company are about to carry out a considerable extension of their factory premises, and state that when completed, a substantial increase in production with a proportionately larger return of excise revenue should result.

Plans for the erection of the first brewery in Nigeria are in an advanced stage and although no date can yet be given when brewing will commence, revenue from this source may be anticipated in future years. If a good quality beer is brewed and marketed at a reasonable price there is no reason why duty loss on account of decreased imports of beer should not be more than compensated for by the increased consumption of excise-paid beer.

The newly appointed Tariff Advisory Committee held its first meeting during November, 1947, under the chairmanship of the Acting Financial Secretary. It proved to be a most helpful and co-operative body and although for obvious reasons rates of duty were not discussed unless the existing rates created anomalies, many tariff difficulties were ironed out and suggested new items drafted. Recommendations made by the committee are being submitted to Government.

A conference of Comptrollers of Customs of British West Africa was held in Lagos during June, 1947, under the chairmanship of the Comptroller of Customs and Excise, Nigeria (Mr W. T. Martin, E.D.) with a view to examining the terms of reference to examine and make recommendations for the unification of customs legislation and procedure in the four territories. Considerable progress was made and a report was submitted to all the Governments concerned.

**LAGOS PORT.**—The siting and the layout of the landing station of the port of Lagos, surrounded as it is by buildings and main thoroughfares, gives little scope for improvements on anything but a modest scale, and Apapa must be looked upon as the main landing station of the future. Certain improvements to Lagos port have however been, or are being, carried out. These include the extension of one of the transit sheds, the alignment of the fencing of the Customs area, the removal of temporary and unsightly structures, some of which have resulted in the much improved appearance of the Custom House from the town.



APAPA.—When completed the projected extension will enable Apapa to handle the bulk of the cargo now passing over Lagos wharf and will provide modern port facilities in keeping with the increasing tonnages it can reasonably be expected to land and ship as the development of Nigeria progresses.

The legitimate complaints of the travelling public regarding the lack of adequate facilities for passengers are being met as an interim measure by the erection of a temporary baggage examination room at Apapa. Work on this project will, it is hoped, commence shortly and when completed will provide for the efficient handling and passing of passengers' baggage until it is possible to construct a permanent structure as part of the main wharf extension scheme.

AIR PORTS.—The growth of both internal and international air services has been particularly noticeable during this year and has led to greater provision for traffic particularly at Lagos and Kano. This department's responsibilities in connection therewith have increased accordingly and except for minor difficulties which were to be expected, work has proceeded satisfactorily.

With a land frontier extending for some 1,500 miles all bordering foreign territory preventive measures on the modest scale authorised in the estimates must of necessity be restricted to guarding known main trade routes and patrolling in the vicinity of those routes. Good work has however been done under considerable difficulties and, in not a few cases, great discomfort to the officers concerned.

On the seaboard the M.V. *Vigilant* has been particularly successful recently in its capacity as a Customs preventive craft and during November made seizures, since condemned, upon which the liability to import duty was approximately £1,250, and thirty-seven persons were convicted of smuggling from Fernando Po.

Apart from the *Vigilant* there is no maritime Customs preventive force but it is intended to rectify this serious omission as early as possible.

The compiling of trade and revenue statistics is at present being taken over by the newly formed Department of Statistics. The Power Station equipment and some members of the Customs statistical staff are in consequence being transferred too. Other members of the staff who are trained Customs officers are being loaned on secondment until the Government Statistician is able to train his own staff.

During the year three African officers were promoted to the Colonial Customs Service with the grade of Collector, making a total of six African Collectors now on the staff.

Recommendations have been made for two African officers to proceed for courses of instruction in the United Kingdom. They will be attached to the Customs and Excise in the United Kingdom.

#### Cameroons Development Corporation

The Cameroons Development Corporation was brought into being in accordance with the terms of the relative Ordinances on the 1st January, 1947 and since then it has been mainly concerned with preliminary matters concerning its general organization, the recruitment of staff and adjustment

with the Custodian of Enemy Property with regard to agricultural activities in the Cameroons. Negotiations concerning the Likomba Estate are still continuing and action has not yet been taken under Ordinance No. 22 of 1947.

In spite of the mass of detail connected with the preliminaries of setting up this Corporation, it has, nevertheless, been possible for commercial activities to begin and some shipments of bananas have been made to the United Kingdom. It was unfortunate, however, that the provision of shipping for this purpose did not come up to expectations and, therefore, the revenue received by the Corporation from this crop has been less than was expected.

The Corporation hopes to obtain shortly the services of experts to advise on its future policy for the planting of rubber and the development of oil palms and similar products. Bananas have been fairly extensively planted in several parts of the estates.

The legal matters connected with the lands and wharves which are to be placed at the disposal of the Corporation, will, it is hoped, soon be completed.

The Annual Report of the Corporation will not be available until later in the year when it will be laid on the table of this Council.

#### Education

The Memorandum on Education Policy, prepared by the Director of Education, was laid on the table at the August Session of the Legislative Council as Sessional Paper No. 20 of 1947, and has since been approved in principle by the Houses of Assembly. This Council will be asked during the present session to adopt the general policy put forward in the Memorandum.

An outstanding event of the year under review has been the interim settlement of the salary scales for non-Government teachers, a problem which was given urgency when new scales for Government teachers became operative. A committee comprising representatives of Government, voluntary agencies, and the Nigeria Union of Teachers met in a spirit of co-operation at Enugu and subsequently at Lagos. After much detailed discussion salary scales were produced which were accepted by voluntary agencies and the executive council of the Nigeria Union of Teachers; these scales were subsequently pronounced reasonable by Government. Instructions were issued for the payment of grants to schools previously described as "unassisted" so that the voluntary agencies could pay the new rates of salary in all their schools. In order that the grants should be paid with the minimum of delay, a system was devised by which payments could be made monthly, leaving a good deal of the checking of vouchers and resulting adjustments to be carried out after the first payment of the grant. This system is an interim measure which will remain in force until a comprehensive review of the grant-in-aid position, to be undertaken early in 1948, has led to a complete revision of the regulations concerning financial assistance to voluntary agencies.

For the purposes of the interim settlement a distinction has been drawn between teachers who have professional qualifications or who have given adequate proof of their intention to make teaching their career and of their

ability to give efficient service, and those who cannot be considered, for various reasons, as professional teachers. For want of a better term, graduates, trained and certificated teachers, and a selected number of uncertificated teachers have been referred to as "national grade" teachers. Graduates have been made to voluntary agencies to ensure that these too will be paid the salaries recommended by the Salaries Revision Committee. In the case of "non-national grade" teachers the grant is such that the voluntary agencies or local committees have to find a part of the increased expenditure involved in the salary revision.

The Higher College, Yaba, with its students, staff and equipment, moved to Ibadan where it will become the nucleus of the new University College. Since the war broke out, the Higher College has led a nomadic life. Students and staff, although regretting, as is natural, the break with their original home at Yaba, have accepted loyally their latest translation; they to new surroundings and a new tradition. The good wishes of the Education Department, which will cease to have responsibility for them, go with them.

The development plan for technical education has been proceeding steadily. The Technical Institute, Yaba, commenced operations in October last. Eighty-eight trainees are in attendance at day continuation apprentice courses for mechanics and carpenters, while 114 students have joined evening preparatory technical courses. At the Trade Centre, Yaba, the training of apprentices for the wood trades has commenced, and provision made for twenty carpenters, twenty cabinet makers and fifteen wood machinists. The apprentices will first study the fundamentals of the craft and later be drafted to actual production work.

The Trade Centre, Kaduna, has been in operation since 1946. The training of apprentice carpenters and mechanics is proceeding satisfactorily and arrangements are being made to add at the earliest practicable date bricklaying, cabinet making and wood machinists' training.

The training of ex-servicemen continues at the Trade Training School, Enugu, which opened in February, 1947, and has in operation courses for about 200 men—vehicle fitters, general fitters, carpenters, masons and electricians. The school has to date completed a six month's intensive practical course for 142 ex-servicemen.

The general building programme of the Technical Education Ten-year Plan is proceeding as satisfactorily as can be expected in the present difficult supply situation. At Yaba, workshops, staff quarters, apprentices' hostels and an apprentices' canteen are in course of erection; at Kaduna, a mechanical engineering shop and staff quarters are being built.

The development plan for general education has also made some progress. The buildings formerly occupied by the American Air Force at Kano have been adapted as a girls' training centre and this was opened in July with eighty-six girls from various provinces of the Northern Region. Plans for the building of the women's training centre at Enugu are in an advanced stage; building can be begun shortly, it may be possible to admit the first batch of students in 1949. Small extensions to the Government colleges at Ibadan and Umuahia have made it possible to accept a larger number of entrants. Plans for the extension of Uyo Elementary Training Centre have

made and the work put in hand. The new buildings for Kaduna at Zaria, are still in the course of erection after delays due to lack of material for the reinforcement of two storey buildings. Lack of building material has hampered the general progress of the development scheme; the experiment is to be tried of using a larger proportion of local materials for construction purposes.

During the year the plans of voluntary agencies financed from Colonial Development and Welfare schemes have made great strides towards completion; a large number of schemes have been submitted to, and approved by, Regional Development Committees. The sum of £123,900 was disbursed in 1947-48 towards the cost of erecting secondary schools and teacher training centres, and building operations have commenced in several cases.

The general expansion of primary education has continued. New schools have been opened in all areas, and the number of boys now at school in the Western and Eastern Provinces reaches a high percentage of the population of school age. Attention has been directed to the relatively backward condition of primary education in the Northern Provinces, and a thorough revision and overhaul of the existing system is to be undertaken. The first and most necessary step will be an immediate expansion of facilities for training teachers.

The demand for girls' education at all levels is increasing in all regions, there is still much leeway to make up. During the year two women teachers have been posted in "backward" areas, one to Bamenda in the Cameroons Province and one to Plateau Province, with the special duty of exploring the best approach to women in these rural communities. A Human officer will be posted to Southern Benue in 1948. Progress in establishing more domestic science centres has been held up owing to a lack of suitably qualified teachers, a need which will be supplied when the new Women's Training Centre at Enugu is functioning. The Domestic Science Centre at Lagos has been entirely rebuilt and will be able to cater for much larger numbers of school girls and, later on, for school-leavers and adult women.

Mass education campaigns are now in progress in ten rural areas and in the Cameroons plantations. The areas are:—

- Northern Region — Zuru, Abuja, Kankiya, Misau, Jecira (Tiv).
- Western „ — Ekiti, Ilaro.
- Eastern „ — Eket, Ngwa, Udi.

More campaigns are about to be started. In each of these areas, comprising about 80,000 people, nearly every village has an adult education centre run and organised by a village committee. It can therefore be stated that in these prescribed areas the total population of nearly a million people have the opportunity of learning to read and write in the vernacular; or, at least, the facilities are there and it is for them to make the effort. Registers show that a total of about 15,000 attend classes with a turnover which indicates that about 50,000 individuals attend during the course of a year. The opinion of those on the spot that these campaigns are having the effect of making the people more progressive-minded and prepared to undertake activities for social improvement. These campaigns have been supported by

the production of many primers in Hausa, Tiv, Yoruba, Ibo and Efik and cheap literature. During the course of the year, twenty-two booklets have been produced and an equal number are now with the printers. The present shortage of paper is however making production difficult. It is particularly satisfactory to note that in the Northern Provinces where production have been largely confined to the campaign areas, the supply has frequently not kept pace with the demand; in the course of some six months 30,000 copies of booklets have been sold. There are now three vernacular newspapers being produced locally in campaign areas and more are in process of production.

Visits have been paid to Nigeria by Mr J. W. Brereton, General Secretary of the University of Cambridge Local Examinations Syndicate, and by J. Waterman, the Secretary of the Collegiate Council, University of London, and Secretary of London University Committee for Higher Education in the Colonies. In addition to conferences with members of the Education Department and examination secretaries, Mr Brereton and Mr Waterman visited several schools. They are expected, as a result of their visit, to make recommendations respecting the conduct of external examinations.

Lord Milverton referred in his speech to this Council in March, 1947, to the impending establishment of a University College at Ibadan. The project is now well under way. The Principal Designate Dr Kenneth Mellanby, took up his duties in October, 1947; the buildings formerly used by the 56th General Hospital at Ibadan have been adapted with commendable rapidity as a temporary home for the college. The staff, students and equipment of the Higher College, Yaba, have been transferred to the new buildings; it is expected that the first degree students will be admitted in October this year.

It is no exaggeration to say that the establishment of this college is one of the most important and most encouraging events in the history of Nigeria. Into the college will flow the most promising pupils from our secondary schools; from it will come a steady stream of qualified men and women able to assist in the all-round development of the country, able to play their part in all fields of social activity and advance. A University is not, however, merely a machine for turning out graduates in various faculties; it should provide the background for the acquisition of those intellectual virtues without which no community can live a full life; for clear thinking, for accurate reasoning and for a respect for objective truth.

### Medical

During the past year considerable progress has been made with the regionalisation of the Medical Department and it is hoped that during the current year the effect of de-centralisation will be self-evident.

Although there has been a considerable improvement in the recruitment of medical officers and nursing sisters there is still difficulty in recruiting specialist medical officers for work in leprosy and pathology. The shortage of sanitary superintendents continues.

Two medical field units have gone into operation in the Benue and Cameroons Provinces and, although it is too early to assess their actual value, the start has been encouraging. These teams are carrying out detailed

surveys in selected areas and will be the forerunners of the more permanent rural health centres, although naturally it will take many years to cover the country. The units in question are collaborating closely with the French authorities across the frontier in order to carry out mass vaccination against smallpox and yellow fever. In all matters the neighbouring French authorities have been most co-operative.

During July last year an outbreak of relapsing fever occurred in the Plateau Province and assumed epidemic proportions. For many years the Northern Provinces have been free from this disease, which is of louse-borne origin. A mass de-lousing campaign brought the epidemic under control. The incidence of smallpox throughout the country has been sporadic and the vaccination campaign carried out in various areas has contributed much to the control of this disease. The recent devastating epidemic of cholera in Egypt caused the department some concern and the necessary steps, such as the rigid control of the airports at Kano, Maiduguri and Lagos were taken to prevent the introduction of this disease into Nigeria.

No cases of yellow fever were reported during the past year; all employees of the Railway Department between Enugu and Kafanchan were inoculated against this disease. There was a small outbreak of cerebral spinal meningitis in the Mamfe Division, otherwise the incidence of this disease has been negligible.

The Medical Department is making every effort to push forward with its training programme of auxiliary personnel. A school for training dispensers for hospitals was opened at Zaria. In the Northern Provinces the recruitment of candidates with the requisite educational standard has proved difficult. In Kano, institutes for training midwives are contemplated and plans are almost complete for the commencement of a building for a probationer nurses training school. At Makurdi, a special school for training the staff of the medical field units is making satisfactory progress and by December, 1947, over a hundred field unit orderlies were trained.

An agreement was reached in London with the Church Missionary Society regarding the Oji River Settlement and the Nigerian Leprosy Service. However, the work of the leprosy service was set back by the subsequent retirement of the substantive Senior Leprosy Officer, and at present there is considerable difficulty in finding a suitable person to fill this post. The Central Leprosy Unit has now moved into its permanent quarters in Oji River and new offices, laboratory buildings and staff quarters at Uzuakoli have been completed. The experimental work with the new sulphone drugs and the continuation of the policy of establishing segregation villages and clinics has given a more hopeful outlook on the treatment and control of leprosy.

Malaria control work in and around Lagos is now complete and the maintenance of the Control Scheme works has been handed over to the Lagos Town Council. An interesting malarial survey has been conducted in Katsina town in the past year in order to assess the incidence of this disease during the wet and dry seasons. The results have shown a high incidence throughout the year.

Surveys and mass treatments of human trypanosomiasis have now been made, eight of these were in the Northern and two were in the Eastern Provinces. Low infection rates were found in the following three areas: Katsina, Bauchi and Benue Provinces; these regions had not been previously examined. Also, field research on the improvement and treatment on the bionomics of the riverine tsetse was continued. Considerable development has been made in the Katsina Province in order to carry out surveys and encourage the acceptance of the necessary treatment of human trypanosomiasis now that extra staff has been drafted into that area in order to foster such work. A cursory entomological survey of the Cameroons was made and the incidence of filaria and malaria was found to be surprisingly high.

The department gave much consideration to the question of nutrition and malnutrition during the year and surveys were made in the Bida area. The medical field units operating in the Benue and Cameroons Provinces devoted much attention to this problem.

The treatment of mental diseases has at last come under the care of specially trained officers. The small mental hospital at Lantoro, near Abeokuta, has been reorganised and satisfactory progress has been made in the treatment of mental patients. The Alienist has visited many prisons in the country in order to assess the types of mental patients incarcerated in such institutions. Plans are now in preparation for building a large mental hospital at Abeokuta.

The Colonial Research Committee at the Colonial Office has interested itself in West African research problems and has already put into effect certain measures to reorganise the research work being done at Yaba. A Director has been appointed to establish a West African Trypanosomiasis Research Institute at Kaduna in co-operation with the Medical and Veterinary Departments.

During the past twelve months the department worked in close co-operation with the medical Missions in order to combine the activities of both organisations.

Seven students were sent to England for post-graduate training in medicine and for training in general nursing and the nursing of mental diseases. It is hoped that these students on their return to Nigeria will be available to work in rural areas, particularly in connection with rural health centres and medical field units.

Although the building programme has not been kept up to schedule owing to the shortage of supervisory staff and materials, the hospital at Victoria has been completed and considerable progress made in the building of the new hospital at Abakaliki. The extension to the Akure hospital is also making satisfactory progress and temporary extensions have been made to the General Hospital, Enugu, to accommodate a further sixty patients and provide facilities for housing an X-Ray plant.

Work in the hospitals continues to multiply in many areas, particularly in those on the motor roads owing to the increase in the number of accidents, and consequently there is a general and increasing demand for hospital accommo-

tion. However, it should be borne in mind that more and more attention must be given to rural health centres, as both medical and adequate hospital facilities and efficient health services are essential if the people of Nigeria are to develop fully the agricultural wealth of the country.

## Chemistry

The continued shortage of staff and equipment hampered development and severely restricted both the inspection and supervision of water supplies and expansion at the three sub-laboratories. One of the two vacancies for qualified chemists for work solely in connection with the examination and supervision of water supplies has at last been filled. The newly appointed officer is expected to arrive shortly and will take charge of the mobile laboratory which has now been completed.

Plans are ready for the building of improved and better equipped provincial laboratories at Ibadan, Kaduna and Enugu which will replace the present small temporary sub-laboratories at Ibadan, Kaduna and Port Harcourt. It is hoped that the building of these will commence shortly.

The total number of samples and exhibits examined during the year was 6,126, compared with 7,603 in 1946 and 4,516 in 1945. Of these 2,600 samples were examined by the three provincial branch laboratories. The samples and exhibits examined were classified as follows:—

Customs .. .. .	310
Medical and Health .. .. .	288
Health (bacteriological) .. .. .	507
Public Works and Health:—	
Water samples: Bacteriological .. .. .	3,828
Chemical .. .. .	62
Police and Administrative (criminal cases) .. .. .	536
Government Electricity Undertakings .. .. .	24
Railway .. .. .	8
Miscellaneous .. .. .	563
	<hr/>
Total .. .. .	6,126
	<hr/>

The work of the department during the past twelve months has been similar to that of previous years. Investigations and analyses were carried out and advice given to Government departments, army supply services and to a lesser extent to firms and private individuals.

CUSTOMS.—A wide range of samples were examined for assessment of duty or classification. These included 139 wines, spirits and essences, for alcoholic content; forty-seven medicinal or toilet preparations for determination of alcohol, or for conformity with British pharmacopoeia or British pharmacopoeia codex standards; methylated spirits and plastic beads for inflammability; also dry cleaning fluids, detergents, disinfectants, twine, textiles and insecticides were examined. Seventy-five tralles alcoholometers used by Customs officers were checked for accuracy and a number were condemned.

**CRIMINAL INVESTIGATION.**—Exhibits consisting of garments, clubs, matchets, arrows and daggers were examined for blood and seminal stains. Owing to ever-increasing requests for the grouping of stains, this work was handed over on the 1st of April, 1947, to the Pathologist, General Hospital, Lagos.

Poisons detected in viscera or in connection with cases of alleged poisoning were arsenic, organic arsenicals, bismuth, sobita, strophanthin arrow poison, oxalic acid, sassy-bark, caustic soda, sulphapyridine, oil of chenopodium, spigelia anthelmia and copper and potassium cyanides. A large number of drugs were identified in connection with contraventions of the Poisons and Pharmacy Ordinance. Various local herbal remedies reputed to be abortifacients or poisons were examined and usually found to be comparatively harmless. Over 150 samples of illicit gin were received representing a considerable increase over the previous two years. Possession of Indian Hemp was proved in seven cases involving thirty-four exhibits.

A number of gold, gilded or suspected gold articles were assayed in five cases of contraventions of the Goldsmiths Ordinance.

Other cases involving adulteration, larceny, suspected arson, forgery, counterfeiting, sales of terne-plate utensils, drugs and medicines were investigated.

A metal canister washed up on the beach was found to contain slabs of gun cotton, probably from old army stocks dumped at sea.

**WATER.**—Daily bacteriological examinations of water supplies at Lagos, Ibadan, Kaduna and Port Harcourt gave very satisfactory results throughout the year. Less frequent tests on Kano, Zaria, Jos, Aba, Enugu and Barakin-Ladi indicated satisfactory operation. Chemical and bacteriological analyses were carried out on other existing and projected supplies and on railway coach water tanks and filters. Analyses were carried out and advice given in connection with steam raising in power stations and locomotives.

Investigations were also carried out for the medical authorities on portable water sterilisers.

**PUBLIC HEALTH.**—Regular examinations of table waters of local manufacture were continued. Samples received fell below satisfactory standards in a number of cases and the manufacturers were warned accordingly.

Canned goods, flour, bread, gari, local fruit and other drinks were examined and in many cases found unfit for consumption and condemned. Milk from the two Lagos dairies was tested regularly and was found satisfactory throughout the year.

Various drugs and medicines were checked for conformity with prescription. An easy identification test for terne-plate, applicable by a layman, was devised, in order to aid the health authorities in their campaign to prevent the use of terne-plate for domestic utensils.

**MISCELLANEOUS.** Various unclassified samples, received from almost every Government department, included chemicals for water treatment, engine oils and greases, sand for filtration and concrete mixing, clays for tile making, chemicals, mineral salt deposits, soil, soaps, coal, briquettes, local kaolin, boiler scale and steel.

Advice was given to commercial firms and individuals on boiler and feed water, lubricating and illuminating oils, petrol, damage by sea and fresh water, oil content of soya beans, tiger, palm and awusa-nuts, tinned goods, charcoal, wood, sludge from tanks, cigarettes, spirits, beer, palm-wine, local white pepper and honey, and on various corrosion problems.

### The Nigerian Railway

The revised estimates of Railway revenue and expenditure for 1947-48 show that the revenue may amount to £4,823,265 as compared with the approved estimate of £4,467,980, and that expenditure, which includes a contribution of £130,000 to the renewals fund and £150,000 on account of depreciation of investments, will be £4,793,396 instead of £4,352,580; it is impossible to budget for appreciation or depreciation of investments the value of which is calculated at the mean market price on the 31st of March and it will be observed that these investments appreciated by £251,800 during the previous three years and are still worth more than their purchase price.

The estimated amount available for appropriation will be £24,869, and it is proposed, subject to the approval of the Secretary of State, to allocate this amount to the Railway Reserve Fund.

The increase in expenditure can be attributed almost entirely to the extra wages and salaries paid out following the implementation of the Harragin and Miller reports, and to further rises in the cost of fuel and materials.

The increase in revenue has been made possible by the delivery of fourteen Canadian locomotives and by an increase in the freight rates on groundnuts, palm kernels and palm oil which were imposed in advance of the general revision of rates.

As for the prospects for 1948-49 the General Manager's draft estimates forecast a total revenue of £5,693,720 and an expenditure of £5,473,180. Compared with the revised estimates for 1947-48, these estimates show an increase of approximately £870,455 in revenue and £674,784 in expenditure.

In his budget address to this Council in March last year Lord Milverton stated that a comprehensive review and revision of the Railway Tariff would be undertaken as soon as possible. Mr A. J. F. Banning, C.M.G., was appointed Commissioner for Railway Rates Revision on the 1st July last, and upon his report, which received my approval, has been based the new Railway Tariff which comes into operation on the 1st April. This will produce additional revenue amounting to approximately £400,000, which represents an overall rates' increase of less than 10 per cent, a very modest figure in terms of increases in wage rates and fuel and materials. The balance of the increased revenue is attributable to a more optimistic view being taken of the Railway's carrying capacity; this is based on the expectation of the early delivery of twenty new main line locomotives and fifty coal hopper wagons from the United Kingdom which should help the Railway to move an additional 188,000 tons during the forthcoming year.

In regard to the large increase in expenditure, provision for an additional contribution to the Railway Renewals fund of £200,000 has been made because it is certain that as soon as the quinquennial review of this fund can be undertaken it will be confirmed that the £4,000,000 in the fund and the present annual rate of contribution are quite inadequate. The Railway has been unable to spend this money to date because of the difficulties in obtaining the supplies which are so urgently required, and the renewal of many capital assets which have served their useful life and whose use is no longer economic has been impossible. Furthermore, prices have risen so steeply that, for example, the twenty-one locomotives of which the cost of replacement was estimated in 1939 at £180,000 will now cost £412,000.

The increase of £480,000 in operating expenditure is attributable to the cumulative effect of the normal increments which have been granted under the various increased salary awards, to increases in establishment to provide for an eight-hour shift wherever possible, to further increases in the cost of fuel and stores and to a very large increase in the pensions and gratuities payable to the Junior Service staff.

The net amount available for appropriation is estimated to be £220,540, but this will be dependent upon uninterrupted Railway working throughout the year. The industrial unrest and unauthorised strikes which have been experienced recently have caused serious and lasting dislocation, and, working as it is to full capacity the Railway cannot make up during the remainder of any one year losses caused by such disturbances.

The Railway reserve fund intended as a Rates Equalization Fund, now stands at £1,000,000, and it is very necessary to increase this fund to at least £3,000,000 as soon as possible; this amount is the minimum considered necessary in view of the striking increases during the past few years in the working expenditure deemed essential to withstand the vagaries of trade, the failure of the groundnut crop or any serious dislocation caused by industrial unrest. It is essential that the Railway should be in a position to weather such fluctuations without having to make on every occasion drastic economies the adverse effects of which unfortunately continue long after their initial cause has been removed.

The Railway has ahead of it a vast expansion programme consisting of housing schemes for its staff, the rebuilding of eight of its major stations and at least ten of the lesser ones, as well as offices, locomotive and carriage sheds and signalling installations. It is probable therefore, that new capital will have to be borrowed when the additional recurrent cost of loans already raised will have to be met from current revenue.

It is clear that the net amount available for appropriation will be insufficient to meet all future eventualities; moreover, the Railway has been called upon, in the general interest of the country, to carry all locally grown foodstuffs, together with building and other constructional materials, especially those of the cheaper kind at experimental and largely uneconomic rates. A proposal is therefore under consideration that there should be a reduction of £200,000 in the interest charges paid by the Railway to Government in respect of its loan capital; these interest charges total £900,780,

approximately two-thirds of which is calculated at a rate of 5 per cent which in these days is a high rate of interest. In this connexion it will be recollected that in 1941-42 relief was awarded by Government to the Railway of £200,000 in respect of the non-remunerative sections of the Eastern Line.

### Motor Transport

Owing principally to the need to save dollars it became necessary during the year to intensify control particularly in the direction of effecting economy in petrol consumption. With this aim in view a ten per cent cut in petrol allowances was made early in October among the great majority of the petrol consuming population. The resulting saving was not as great as had been hoped for, being to some extent offset by the arrival towards the end of the year of a number of high-powered vehicles. However all possible steps continue to be taken with a view to reducing petrol consumption.

During 1947 some 116,000 tons of cocoa and palm kernels were evacuated by road to Lagos or the creeks, and a very large tonnage was also moved by road to Sapele. A considerable quantity of produce was transported by lorry from outstations to railhead centres.

Early in 1947 a large quantity of disease-infested cocoa was expeditiously evacuated from the Western Region by day and night transport services.

In March last year, owing to adequate supplies of vehicles of British manufacture being available in Nigeria, control was lifted on low-powered vehicles but was retained on vehicles rated at over eighteen horse power.

It was decided during the year that police control posts should be abolished in 1948 and replaced by mobile police patrols on a Regional basis.

### Marine

The permanent staff of marine officers is now almost at full strength and in addition there are five temporary officers, but it is still very difficult to obtain engineer officers. There are sixteen vacancies on the permanent staff and four on the temporary staff of engineer officers.

The activities of the department were seriously curtailed and restricted by the continued shortage of engineer officers and it was not possible to man all the departments' vessels, without depleting the dockyard staff.

Owing to the staff position, it has not been possible to man more than one dredger, the *Lady Bourdillon*, for the greater part of the year, and although the depths in the harbour channels have been maintained, no appreciable improvement was possible. However, 3,291,000 tons of spoil were dredged from the harbour channels during the year.

Towards the end of the year the department was able to man the bucket dredger *Queen Mary* and she is now being prepared for work in the Burutu channel.

The grab dredger *Mole* which used to work where the larger dredgers could not operate, is now laid up as she requires very extensive repairs and the question of condemning this vessel is being considered. Unfortunately it will not be possible to replace her before 1949.

The reclamation vessel *Lady Thomson*, has been fully employed in pumping spoil from the *Lady Eouidillok* on to the swamp area between Victoria Beach and Five Cowrie Creek. During the year 2,345,110 tons of spoil were distributed over the northern part of this area.

To combat the erosion of Victoria Beach, the three experimental batteries, each consisting of three stone mound groynes, were extended as far seaward as was practicable, which was approximately 190 feet from high water to below the low water mark. In their construction, it was found necessary to increase the size of stone up to the maximum that could be handled, and even so rough seas broke down the formation at the seaward end; later the seas breached behind the landward end. In spite of this, the stone that remained had a beneficial effect on the beach, as although the high water line moved landwards, particularly locally where the roots of the groynes were breached, the low water line has remained reasonably static and the formation of "lows" along the foreshore was partially checked.

Another indication of improvement was that the high water line on the western side of each battery of groynes was retained seaward of that on the eastern side.

In the month of June, construction of a spur running from the East Mole in an easterly direction, at a point between high and low water was started, and this was extended to a distance of about 150 feet. The immediate effect of this has been a building up of the beach directly behind it, but it is possible that in rough weather, the exact opposite effect may occur and that the spur itself will become out-flanked and be difficult to maintain. The question of realignment in a north-easterly direction is at present under consideration. It has been decided to have a scale model made at the Delft Hydraulics Laboratory where a number of experiments can be made very quickly, covering many different types of protection works. It is hoped that by this means, an effective defence system may be arrived at, without having to expend large sums on full scale experimental works, which can only be tested over a considerable number of years.

During the past twelve months, the erosion has varied from 10 feet near the East Mole to 50 feet about two and a half miles to the eastward. From there, the erosion decreased to 16 feet over the next mile and a half, until at four miles east of the mole, there was accretion of an average depth of 27 feet. Beyond this, there was slight erosion.

With the arrival of more marine officers and the secondment of two development officers, it has been possible to carry out more waterway clearing than in previous years.

Two parties have been working continuously on the dredging and clearing of the Opobo-Eket Creek and the Sheba Bank. It has also been possible to complete a large clearing programme in the Calabar Division, including the Cross River and all the main tributaries.

The Lagos-Forcados-Port Harcourt launch route, Yewa, Ogun, Sagbama and Oni Creeks have been cleared and work still continues on the clearing of Omu Creek.

The Marine dockyards have been employed to full capacity on repairs and new construction, with the exception of Victoria dockyard which has been completely closed, as it was considered uneconomical to retain it any longer. Repairs to Marine craft based on Victoria are now carried out at Calabar.

Although some of the plant at Forcados has been transferred to Lokoja to increase the facilities at the latter, Forcados has been employed to the limit of its present capabilities. The activities at Lokoja have of course, increased in consequence.

Owing to the continued shortage of supervisory dockyard staff, the output of work has not been altogether satisfactory.

During the year, one touring launch the *Woodcock*, was completed and put into commission. Another touring launch, the *Heron*, and a passenger ferry for Onitsha are awaiting engines, and a third touring launch and two diesel barges are under construction. The firefloat launched early in 1947, should be ready for trials shortly.

Five nesting barges which were sent from the United Kingdom in sections and the small tug *Bee*, all now in service transporting railway sleepers from Okitipupa, were assembled and fitted out at Apapa dockyard.

The construction of smaller craft, such as poling barges is being undertaken at out-station dockyards.

No completed new craft arrived from the United Kingdom during the year.

Apart from the cutting of Omu Creek canal together with preliminary work on the Opobo-Eket-Stubbs Creek route and the opening of certain inland waterways, it has not yet proved possible, owing to the non-delivery of craft and plant, to make much progress on the other projects which had been planned. It is hoped that by the time the craft and plant arrive, the staff position will have improved sufficiently, to allow full use to be made of them without delay.

### Public Works

In spite of the difficulties caused by shortage of staff and materials the year has been one of steady if unspectacular progress. In particular inability to obtain, or delays in delivery of, some essential materials have slowed up the completion of many buildings and in some cases caused a complete stoppage of work.

New construction under Public Works Extraordinary is expected to reach, if not exceed £750,000, a figure higher than was anticipated when the establishment of the Department was fixed. This is not entirely due to the increased volume of work, but is partly explained by rising costs of materials and labour. Important works completed under the extraordinary programme include the Secretariat extension at Lagos, Victoria hospital and numerous senior and junior service housing schemes and office buildings. Noteworthy amongst buildings still under construction is the Lugard Memorial Hall at Kaduna, the foundation stone for which was laid by Lord Milverton at the end of June, 1947. It had been hoped that the hall would be ready for this

Session of Legislative Council, but the non-arrival of certain essential materials, especially steel, has deferred completion till 1948-49. For similar reasons the new Secretariat buildings at Kaduna have not progressed as rapidly as was expected. Other big building works started during the year include the Regional Council Chamber, Enugu, the Police Training Centre at Ikeja, Public Works Headquarters extension, new headquarters for the Posts and Telegraphs Department, Lagos, and printing works at Enugu. Numerous medical buildings, post offices and housing schemes are also in hand and the new Provincial Centre at Umuahia is in the course of development.

The expansion of air traffic has led to considerable activity in building construction and acceleration of airfield improvements. At Ikeja a new town has been planned and is in course of development. Many buildings and quarters are now being erected to house or serve the needs of the numerous staff both senior and junior who must live in close proximity to the airfield. As for the airfields themselves, the extensions at Tiko and elsewhere are making good progress. A new apron and hangars have been constructed at Ikeja, and during 1948 it is planned to provide a permanent bituminous surface to No. 2 runway. Radio facilities are being provided at all airfields used by the internal air service.

Turning to the development programme, an expenditure of some £1,700,000 was provided for in the 1947-48 Estimates, but it is not expected that much more than £600,000 will be expended. The biggest share of this expenditure is in the Northern Provinces, where it is about equal to that of the Eastern and Western Provinces, combined.

The best progress which has been made in the department has been on road work. The Shagamu-Asha-Ibadan road is nearly complete, the Calabar-Mamfe and Bansara-Ikom-Mamfe roads are both forging ahead and it is hoped the latter will soon be usable for light motor transport to the Cameroons. The first bridges, including one 120-foot span, have been completed on the Lagos-Ikorodu road, but there is heavy constructional work ahead. There is also progress to record on the Kano Eastern, Yola-Wukari and other roads in the programme.

The most important building projects in hand under the development programme are trade schools at Yaba and Kaduna and the improvement and extension of the American Air Force buildings which have been taken over by the Education Department for use as a Women's Training Centre at Kano, the Technical Institute, Yaba, the secondary school at Zaria, the Agricultural School at Samaru and the hospital at Onitsha. There has been some delay in starting the educational establishments at Enugu owing chiefly to difficulties over sites. Progress is also being maintained on leprosy control and oil palm research buildings in the Eastern and Western Provinces.

Urban water supply schemes at Minna, Warri and Lagos are not yet complete but progress is being made in so far as staff and materials permit. A start has been made at Sokoto. The rural water supply organisation has now been fully transferred to the Public Works Department, but it continues to work under the advice and with the assistance of the Director of Geological Survey and his staff. With the arrival of drilling gear and plant in increasing

quantities it has been possible to start drilling for water on a serious scale mainly in the Northern Provinces but shortage of expert drilling staff is a handicap to rapid progress. Drilling on a large scale by contract in selected areas is under active consideration.

Mention must be made of the new University College at Ibadan. The Principal and some of the staff have been appointed. The architects selected to design and prepare the plan for the layout and buildings have been appointed. Meanwhile the buildings of the 56th General Hospital at Ibadan have been converted for temporary use as classrooms, laboratories, hostels and quarters, while other staff quarters of a permanent type are being built in Ibadan under contract.

No account of construction with which the Public Works Department is concerned is complete without mention of the numerous works being built by the Native Administrations. Of these, for which the department is responsible both for design and supervision, the most noteworthy is the new Kano Mosque which is now at an advanced stage.

Equal in importance to the actual works of construction are the provision of plant and motor vehicles and the erection and equipment of the workshops to deal with maintenance and overhaul. Good progress has been made generally in these directions. The Lagos and Regional workshops are approaching completion and the necessary equipment is beginning to arrive. Some of the provincial workshops are in hand and it is hoped to deal with all of them in due course. It is unnecessary to stress the importance of this work as well as that of providing Regional and Provincial wood-working shops. They are all necessary for the smooth and efficient progress of constructional work.

The volume and importance of routine maintenance is sometimes overlooked. It is unspectacular and often uninteresting, nevertheless it is the first responsibility of a Public Works Department. In the present financial year the total estimated cost of Public Works Recurrent amounts to some £1,100,000 of which £800,000 approximately is in respect of actual works, some of which are revenue-earning, and the balance for services such as supply of electricity to public buildings, unallocated stores, manufacturing accounts, etc. Most of this expenditure cannot be reduced and in fact must inevitably increase as development proceeds. Roads especially, form an important part of the commercial life-line of the country and their maintenance and gradual improvement to carry increased traffic, is as important as extensions to the road system. Due to heavy and abnormal rains in parts of Nigeria there was some deterioration of road surfaces, but every effort is being made to make this good. A considerable mileage of bituminous surfacing has been put in hand under both Extraordinary and Development heads of expenditure and it is proposed to continue with this work as fast as possible.

It is disappointing that shortages of staff and materials are ever recurring themes in any account of Public Works departmental activities, but they are facts that have to be faced. The position as regards building staff of the inspectorate grade is not too unsatisfactory, but the failure to recruit experienced engineers for the supervisory staff who are equally essential



whether works are done by contract or by direct labour, has added a heavy burden to the already overloaded provincial engineer. The shortage applies both to the permanent and temporary establishment. The total approved establishment of engineers in the senior service in long grade and temporary agreements numbers 163, and the actual number is ninety or about fifty-six per cent, of whom only approximately two-thirds are in Nigeria at a time. Nevertheless it is anticipated that the value of works done both capital and recurrent, will approach the figure of £2,400,000 out of a total of about £3,500,000 budgetted for under Nigerian and Development heads of expenditure. A serious aspect of the matter is in respect of planning. The investigation and preparation of schemes for water supplies, major bridges, road and other services, need to be done well in advance of construction and in this direction progress is somewhat disappointing. Some relief has been provided by the employment of consultants for several major water schemes and bridges, but planning by this means is not economical. The shortage of accountants is also a source of some anxiety. Not only are they needed to relieve engineers of some of the burden of accounting which takes up so much of the time that should be spent on the design and construction of works, but the Regionalisation of the department, and later when it becomes self-accounting, calls for considerable strengthening of the accounts organisation at Regional headquarters.

**CIVIL AVIATION.**—The Director of Public Works is also the Controller of Civil Aviation and so it is here appropriate to make some reference to the progress of aviation. During the past year West African Airways Corporation has received delivery of several *Dove* aircraft, and has now assumed entire responsibility for the internal air service and may shortly be taking over the coastal inter-colonial service as well. There has been considerable expansion of international air traffic both by the B.O.A.C. and foreign air lines. Kano has developed into an important airfield on various international routes and the fact that landing fees at all airfields are expected to reach the figure of £50,000 give some indication of the progress of air traffic in general. The Air Ministry has relinquished responsibility for the meteorological service which has now become a Nigerian service linked with that of aviation, and is under the general control of the Controller of Civil Aviation.

No account of the Public Works Department is complete without reference to the retirement of Sir Hubert Walker, C.B.E., who for so long led the department. His able leadership and control of its activities during and since the war proved to be of the greatest worth. His vast knowledge of Nigeria has been of invaluable assistance, and his experienced guidance of the department will be sorely missed.

### Mines

Mr B. E. Frayling, O.B.E., A.R.S.M., M.I.M.M., Chief Inspector of Mines, proceeded on leave in October prior to retirement and has been succeeded by Mr H. A. Cochran, B.Sc., M.I.Min.E., M.I.M.M. The inspectorate staff position of the Mines Department has improved a little during the past year but with the world-wide shortage of minerals and the resultant demand for mining engineers it is still difficult to recruit properly qualified personnel

with the requisite post-graduate professional experience. The first Nigerian to be sent by the department to the United Kingdom for training as a mining engineer has successfully completed the first year of the Honours Degree course at the University of Glasgow, and also, has gained some months' practical underground experience in a Scottish mine. The improved professional staff position has permitted the African technical staff being given more advanced training.

During 1947 the Safe Mining Regulations and the Tin (Production and Export Restriction) Ordinance were amended and there is no longer any restriction on the mining and export of tin ore. The prohibition of general prospecting for gold was also raised. Only the Ife-Ilesha Division of Oyo Province and certain small areas elsewhere are still closed to prospecting for all minerals. The Radio-Active Minerals (Atomic Energy) Ordinance was enacted to ensure adequate control over the search for, and mining of, minerals capable of being used for the production of atomic energy.

The tin mining industry has now returned to planned prospecting in an endeavour to replace ore reserves seriously depleted, both in quantity and grade, by the intensive production of the war years. Mine planning and re-organisation has been delayed by the present extremely high cost of plant and machinery coupled with the inability of manufacturers to indicate even an approximate delivery date. Uncertainty regarding the effects of the restoration provisions of the Minerals Ordinance on mining in the congested areas of the high Plateau and the probable commitments of the industry have also adversely affected planning. Considerable progress has, however, been made during the year by the setting up of a restoration team consisting of an Administrative Officer, a Senior Inspector of Mines and an Agriculture Officer, which examines each area, discusses the particular problems with the mine operator concerned and makes recommendations regarding the restoration conditions to be imposed. All the material shortages and planning difficulties experienced by the mining companies coupled with a strike in the industry in May, 1947, have tended to aggravate the continued decline in cassiterite production in spite of the increase in the London price of tin metal from £380 10s per ton at the beginning of 1947, first to £437 per ton at the end of March and then to £500 per ton in December. All the tin ore produced was purchased by the Ministry of Supply.

Columbite production has been well maintained during the year. The United States of America continue to absorb almost the whole output.

The continued high price of lead and zinc has stimulated activity on Nigeria's lead-silver-zinc ore deposits and two mines are in the process of being re-opened. Gold and Base Metal Mines of Nigeria, Ltd. have taken up over a thousand square miles under Special Exclusive Prospecting Licence on which geophysical prospecting work is being carried out and an associated company of the same London mining group, National Mining Corporation, Ltd. have applied for Special Exclusive Prospecting Licences totalling over two thousand square miles. This group contemplates spending large sums of money over a three-year period on prospecting the country's lead-zinc resources.

The production of gold has been limited during the year to some degree as a result of the high price of tin, partly owing to a number of small operators granting options over their holdings to the large, adequately capitalised mining companies so that their areas could be scientifically prospected by fully qualified mining engineers and geologists and partly to the policy of granting large areas under Special Exclusive Prospecting Licences for gold to such companies. London and African Mining Trust, Ltd., a member of the same London mining group as the companies interested in the lead-zinc areas, took up approximately two thousand square miles. Amalgamated Tin Mines of Nigeria, Ltd. took up some two hundred square miles. An associated company of the same London mining group, London Nigerian Mines, Ltd., has applied for an additional two thousand square miles. Copies of all data, plans and aerial photographs of Special Exclusive Prospecting Licences are supplied to the Chief Inspector of Mines and the Director of Geological Survey, so that a valuable permanent record is obtained.

The Cameroons Mining Corporation, Ltd. was conceived in 1947 for the purpose of carrying out mineral prospecting operations in the Cameroons. The Government of Nigeria and London Tin Corporation, Ltd. are equally interested in the financing of the new Corporation which has a capital of £60,000. The chairman and half the directors will be appointed by the Government and the other half by the London Tin Corporation, Ltd. Preliminary aerial reconnaissance has commenced already and it is hoped the legal formalities will be completed shortly.

### Geological Survey

There has been little improvement in the staff position of this department during the year, the numbers remaining at fifty per cent of the establishment. It has not always been possible, therefore, to provide geologists to meet the increasing demands for geological investigations. Dr C. Raeburn assumed duty as Director of Colonial Geological Surveys in July last year.

Considerable attention has been given during the year to the examination and mapping of the black coals of the Enugu escarpment and of the lignites in the Benin and Onitsha Provinces. This work, still in progress, is being done in co-operation with a team of technicians from the Powell Duffryn Research Services Limited. Many coal and lignite samples have been collected for analysis in the Powell Duffryn Laboratory in London.

The re-mapping of the Plateau tinfields continues and is making good progress. The mapping of the Oyo goldfield has continued and interim reports on the results there and on the tinfield are being published. The services of the Mining Geologist, who is stationed at Jos, have been much in request for day-to-day work on mineralogical problems concerning tin, columbite, lead-zinc and gold. The chemical and petrological laboratory maintained by the department has been fully employed on economic examinations of rocks and minerals.

Although no longer responsible for the construction of rural water supply works, prospecting for water occupies much of the department's time. Work of this kind has been carried out in Bornu, Katsina, Kontagora,

Bauchi and Kano Provinces. Special water investigations were made in connection with the scheme for increased groundnut production.

### Colliery

The Colliery's output for 1947 was 581,528 tons which was a decrease of 56,713 tons on the previous year. The output during the first ten months of the year was very adversely affected by the shortage of railway rolling stock which became progressively worse throughout the year owing to the gradual deterioration of existing rolling stock and the slow delivery of new wagons. In November and December the colliery labour, having worked well throughout the year, adopted a "go slow" policy as a protest against what were considered to be inequalities in the new rates of pay under the Miller Report; with the assistance of a Conciliator this question was eventually settled. The "go slow" policy during November and December resulted in an estimated loss of 35,000 tons.

The retirement of the Chief Underground Manager and the Colliery Engineer, and several resignations of recently appointed senior service officers have resulted in a number of vacancies in the senior service staff, but it is hoped that these will soon be filled.

Owing to geological disturbances in the vicinity of the Iva mine the output during the year was reduced to 600 tons per day but this reduction in output at the Iva mine has been compensated by an increase in the output of Obwetti mine which is now capable, on demand, of producing an output of 1,800 to 2,000 tons per day. The construction of the coal storage bunkers with their ancillary equipment has been held up by delays in the delivery of equipment from the United Kingdom but these bunkers should be in full operation before the end of 1948.

The new Valley Road Housing Scheme was completed and the houses occupied during the year. The temporary camp which was built in 1946 has almost been replaced. There are still, however, a number of workmen living in temporary quarters and it is hoped to begin work on the new Hill Top Housing Scheme during the year in order to provide accommodation for these and other workmen.

The mechanisation of the mine, particularly on the coal face, has been retarded owing to the delay in the delivery of equipment ordered from the United Kingdom, but this material is now beginning to arrive and it is hoped that sufficient will be received during 1948 to allow for the complete mechanisation of one underground unit which should be capable of producing 600 tons of coal per day when the labour operating this equipment becomes more skilled in its use. Arcwall coalcutters and electric drilling equipment have arrived and are now in use. The Colliery Manager reports that a number of workmen have shown remarkable skill and aptitude in operating this machinery.

It is hoped that deep core boring equipment together with a trained operator will arrive in Nigeria early in 1948, and it should then be possible to assess the measures necessary for the extension of the Colliery immediately in advance of the present workings.

## Land

The Land Department, which had been combined with the Survey Department since 1934 was again, on 1st April, 1947, constituted as a separate department with wide functions, one of the most important of which is the collection and correlation of data on African land tenure. A new Regional Office, under an Assistant Commissioner of Lands, was opened at Enugu in August, but the absence of staff prevented the opening of a similar office for the Western Provinces. It is proposed that a Lands Registry shall be started at each branch during 1948.

The acquisition of land, for a variety of public purposes, under the Public Lands Acquisition Ordinance continued to form a high proportion of the work of the Colony section of the department. Nine notices of intention to acquire land were issued during the year and all claims were settled in the case of six acquisitions. At the end of the year action was proceeding in seventeen acquisitions of which eleven had been referred to the Supreme Court for determination either of the persons entitled to or of the amount of compensation. Four ordinances affecting title to land in Lagos were enacted; these were the outcome of the report made in 1939 by Sir Mervyn Tew. Some sixty-five claims to enfranchisement were received under the Epetedo Lands Ordinance. Objections on behalf of the Crown were lodged in a number of cases where application was made to register freehold title under the Registration of Titles Ordinance to land which was averred to be Crown land. The objection was upheld by the Registrar of Titles in each case and two appeals from his findings to the Supreme Court were dismissed. Thirty-five new Crown leases were issued, mainly in the rapidly extending residential area of Ikoyi. Eighty-four freeholds were sold and two rent purchase agreements were entered into of plots in the Yaba Estate, where ninety-nine new plots were laid out, twenty-eight of these were set aside for the building of temporary alternative accommodation to house some of the persons dispossessed as a result of public acquisitions in the Lafaji district. Not all the remaining plots are yet available for leasing, and the demand is vastly in excess of the supply. It is hoped that clearing, replanning, and reclamation by both the Lagos Executive Development Board and Central Government agencies will in due course make large new residential areas available to the public.

In the Western Provinces seven acquisitions were completed and twenty-three are in progress, mainly in connection with schemes under the Development programme. Action was also completed on twenty-eight Crown leases or transactions under them, and on two applications under the Minerals Ordinance.

There has been a considerable expansion of work in connection with leases under the Native Lands Acquisition Ordinance. Both on Crown land and on applications for mining purposes shortage of trained surveyors has held up progress.

A study was made of the scattered information on African land tenure in Benin Province. This was sifted, co-ordinated, and embodied in a set of notes which have been submitted to the Chief Commissioner.

In the Eastern Provinces three acquisitions were completed and sixteen are in progress; these are for purposes which include an aerodrome, extensions to existing aerodromes, waterworks, hospitals, training centres, post offices, experimental farms and leper settlements.

Action was completed on nineteen Crown leases, eight grants in the Cameroons under the Land and Native Rights Ordinance, forty-eight leases and other transactions under the Native Lands Acquisition Ordinance and three renewals of leases under the Minerals Ordinance.

In the Land Registry in the period up to the 30th November, 1947, ninety applications for first registration of freeholds (of an estimated value of £68,398) and twenty-five applications in respect of leaseholds were dealt with under the Registration of Titles Ordinance, 1935. In the same period there were 175 dealings with registered property. Up to the 30th November, 1,409 deeds affecting land in the Colony, 216 deeds affecting land in the Western Provinces, and 276 deeds affecting land in the Eastern Provinces were registered under the Land Registration Ordinance, 1924.

## Survey

During the year a party was employed on primary triangulation. Observations on the Udi-Ogoja chain were completed and four points on the Lafaji-Ogoja chain were re-observed.

Two surveyors have been continuously employed throughout the year on establishing ground control for the topographical mapping by air photography of areas in Sokoto Province. Towards the end of the year this work was reinforced by two more surveyors. Throughout the year an average of one surveyor has been employed on establishing ground control in the Ilesha Area.

About fourteen miles of primary re-levelling has been carried out along the section of railway from Makurdi towards Enugu. Sets of 1/25,000 prints of the area of 12,000 square miles in Sokoto Province photographed by the Royal Air Force in October, 1946, have recently been received from England. Ground control points are now being transferred to the photographs prior to the preparation of line maps by the selected template method developed during the war.

There has been a marked increase in the number of mining areas surveyed. During the eight months ending on 30th November, 1947, thirty-four surveys of new mining areas were made by Government surveyors and 110 were received from licensed surveyors. The necessary survey for renewals of mining leases was done in the case of two leases by Government surveyors and in the case of twenty-seven leases by licensed surveyors. During the period, however, the number of mining areas awaiting survey in the Northern Provinces has risen from 332 to 376.

The most important surveys in the Northern Provinces during the year were the completion of Government Reservation areas at Minna, Bida and Nguru; the detail survey of Lokoja and Mimi River area; and the Ground-control Commission Surveys in the Damaturu area. Surveys of additional plots in the layouts at Kaduna and Kano and numerous smaller jobs were carried out.

In the Eastern Provinces the following important surveys were carried out. Acquisition for water supply and aerodrome extension, Calabar; Uwani layout, Enugu; new site for Ahoada Government station; additional plots in Creek road extension layout and Government Reservation area, Port Harcourt; extension to Leper Settlement, Uzuakoli; Railway siding plots, Omoba; and pioneer oil mills, Azumini. A number of smaller surveys were also carried out.

Among surveys in the Western Provinces the following may be mentioned. In Abeokuta Province the radio distribution station at Abeokuta, and the Western Preventive Service headquarters at Idiroko. In Ijebu Province the radio diffusion centre at Ijebu-Ode. In Oyo Province the land for the weaving institute at Oyo, and the detail survey of the site for the University College at Ibadan. In Warri Province a new layout in the Government residential area, Sapele.

Among the surveys carried out in the Colony were the layout of three blocks in the new Government residential area at Ikeja; new layout of Jinadu Village, Ikoyi; residential plots at Yaba; acquisition for the extension of railway yard, Ebute Metta; revision of two eighty-eight feet sheets at Ikoyi; Military hospital site at Igbobi; and electric sub-station at Agege.

In the Lagos drawing office the following represents the principal work undertaken :—

Air route map of Nigeria, 1 : 1,000,000.  
 Abeokuta town plan, 1 : 12,500.  
 Ikoyi 1 : 4,800—revised.  
 131 title deed tracings.  
 199 title deed drawings  
 261 tracings for Land Registry.  
 1,639 prints coloured.  
 Small scale map of the world.  
 New map of Nigeria 1 : 3,000,000 (in hand).  
 6 sheets Oyo town plan 200 feet to 1 inch (revision in hand).  
 Maps of Cameroons 1 : 1,000,000 and 1 : 2,000,000 revised.  
 142 miscellaneous small jobs.

Owing to the serious paper shortage only one new map was reproduced during the year. The map referred to is the Air Facilities Map of Nigeria, scale 1/1,000,000, comprising four sheets. One hundred copies in six colours were printed for the Director of Public Works.

Two hundred and twenty-two requisitions by other departments for small quantities of prints were dealt with.

The total output of the section was :—

Number of printing jobs	.. .. .	436
Plates prepared	.. .. .	1,062
Finished printed copies	.. .. .	88,157
Impressions	.. .. .	93,295
Flat mountings	.. .. .	769
Pocket mountings	.. .. .	250
Sunprint	.. .. .	1,753

Arrangements were made for the transfer of the Survey School from Oyo to the University College at Ibadan in January, 1948. The school will enter fully into the ordinary life of the college and will share teaching facilities with it. From this interim arrangement it is hoped that a full university degree course suitable for intending surveyors will emerge.

Provision has recently been made for twenty Government Survey Studentships, and the survey course for this class is due to start at the University College in January, 1948.

Two survey students who had already taken the first two years of the diploma course at the Yaba Higher College recently completed their second year at the Oyo Survey School and have successfully passed their survey diploma examinations. Five other students from the Higher College have now completed their first year at the survey school.

A new class of fourteen students from Native Administrations in the Northern Provinces and Cameroons started a course in elementary survey work at Kano in May, 1947. Two of the students on the previous year's course were retained for a further month's instruction.

The continued and increasing shortage of surveyors in the senior service gives cause for growing anxiety. Since the end of the war only two probationers have been recruited, but on the other hand the department has lost six of its most experienced officers. The number of senior service surveyors now available to the department comprises only half the normal establishment, whereas survey requirements have increased beyond measure. The shortage of surveyors is not confined to Nigeria, but undoubtedly West Africa has suffered more severely in this respect than other parts of the Colonial empire, where such staffing difficulties are gradually being overcome. The long-term solution of this problem is of course the Africanisation of the department.

### Labour

The difficulties of recruiting adequate staff have again militated against the efficient administration of the Labour Department, even though reductions were made in the original staff framework. There are still more than twelve posts remaining unfilled in the senior service and this, though preventing the filling of a number of duty posts and retarding the regionalisation of the department, has nevertheless allowed a measure of breathing space to the senior officers whose duty it is to ensure adequate training of the new officers.

It is more satisfactory to note that three African Assistants have been promoted to the senior service during the year and that they are showing themselves worthy of the responsibilities which have devolved upon them. The training of Assistant Labour Officers is proceeding satisfactorily. With these difficulties in recruitment it has not been found possible to establish a factory inspection section of the department. Efforts are still being made to recruit a Senior Factory Inspector from the United Kingdom or elsewhere, and in anticipation of an appointment of this nature, draft legislation has been prepared.

The Secretary of State for the Colonies is at present arranging with the Ministry of Labour and National Service a suitable course of training for Assistant Labour Officers who may in future be sent to the United Kingdom for a further course of training; this will replace the social science course which was arranged previously. The new course is designed to give the Labour Officers of the future, in addition to their theoretical training in the London School of Economics, a practical knowledge of labour problems by attaching them to various sections of the Ministry of Labour and National Service, where they will have direct experience of a highly organised labour machine.

**LABOUR ADVISORY BOARDS.**—The activities of the Labour Advisory Board for Lagos and Colony during the year under review were mostly centred on the inquiry into stevedore and dock labour. The main problem facing the Board was not so much that of laying down a minimum wage as that of controlling the present allocation of labour so as to guarantee full monthly employment to workers in the industry. The recommendations of the Board, covering all aspects of wages, conditions of employment, and control of labour at the docks, have now been framed and submitted to Government for consideration.

The Orders-in-Council Nos. 25 and 26 of 1946 fixing the minimum wages and conditions of employment of industrial workers on the rubber plantations came into force on the 1st of January, 1947, but their implementation has been suspended for some time pending further inquiries.

Further inquiry into the minimum wage rates obtaining in the tailoring trade was also completed by the Board. The existing rates which were laid down by the Order-in-Council which came into force on the 1st of April, 1945, are now, in view of the increased cost of living, considered by the Board to be too low, and new recommendations have been submitted to the Governor in Council.

The need for fixing a minimum wage in the motor industry has been engaging the attention of the Board, and recommendations covering drivers, garage hands and apprentices have been submitted to the Governor in Council.

The Board has also commenced inquiries into the rates of wages and the conditions of employment of all persons employed in the retail and ancillary trades within the area of Lagos and the Colony.

Consequent upon the appointment of a new chairman, the Plateau Minesfield Labour Advisory Board has resumed its inquiry into the rates of wages and conditions of employment of unskilled labourers and task workers on the Plateau Minesfield. The inquiry has been completed, and recommendations submitted.

The revision of draft regulations covering the establishment and control of labour camps in labour health areas in the Northern Provinces was completed and submitted to Government for consideration. An inspection carried out in the area disclosed an urgent need for more rigid control of these camps in the matter of lay-out, health and sanitary arrangements, and the provision of facilities for medical and hospital treatment for the workers.

**INDUSTRIAL RELATIONS.**—Further steps have been taken to implement the Fair Wages Clause in Government contracts. After consultation with contractors in Lagos, increases were recorded in the daily pay of building trade labour and of railway labour employed on contract.

The Secretary of State has approved the adoption of the majority of the recommendations made in the report of the Salaries Commission under the chairmanship of Sir Walter Harragin, C.M.G. The new terms and conditions of service were made retrospective to the 1st of January, 1946.

As the Harragin Commission Report did not cover the unestablished and daily paid staff, a committee was appointed by Government to conduct an inquiry with the following terms of reference: "to report on the necessity for the consolidation of wages and cost of living allowances of unestablished and daily paid Government employees and to make any recommendations that are considered desirable". The committee recommended, among other things, the division of unestablished and daily paid staff into three main categories: general labour, special labour, and skilled artisans, and of the country into six geographical areas for wages purposes. Consolidated wages and increments were recommended for each category with retrospective effect from the 1st of January, 1946. The recommendations of this committee were accepted by Government.

Complaints and petitions from trade unions continued as in the previous year. In a number of cases trade union leaders disregarded existing machinery for negotiation and called out their men on strike at very short notice which precluded any inquiry into their members' demands. Unconstitutional methods of this kind do considerable damage to the understanding that should exist between the two sides in industry and, as a general rule, do more harm than good. There are signs that the unions are beginning to realise this. Twenty-five industrial disputes resulting in strike action and involving a total of 20,626 men occurred during the year. Twenty-one of these disputes were due to demands for better working conditions, three to alleged victimisation of union members, and one to non-payment of wages. The longest strike lasted nineteen days.

The most noticeable of these disputes were those connected with the U.A.C. employees at Burutu, the Posts and Telegraphs linemen and wiremen, the employees of the Plateau tin mines, and the workers on the Cameroons plantations.

About 1,500 employees of the U.A.C. at Burutu ceased work for one hour on the 26th of April as a demonstration against delay in increasing their wages following the report of the Harragin Commission on the rates for established Government staff. On the 28th of April there was another demonstration lasting two hours. The management informed the workers that any time lost in demonstration would not be paid for. On the 9th of June, the workers gave seven days' notice of their intention to go on strike unless their demands were granted. A strike was eventually called on the 16th of June. All efforts to get the men back to work failed.

On the 19th of June, it was conveyed to the strikers that unless they resumed work, they would be regarded as no longer in the Company's employment. They refused to return to work and demanded the payment

of wages due to them and repatriation to their homes within seven days. The employers agreed, but there were difficulties in effecting early payment since the Company's clerks were also on strike. On the 21st of June, a disturbance broke out and the police had to intervene for the purpose of maintaining law and order. Two workmen were wounded. When the strikers still refused to return to work an appreciable number of them were held by the Company to have broken their contracts of employment. They were paid their wages and repatriated to their homes. At a later date a number of the men who had been on strike were re-engaged on new contracts.

One hundred and twenty-three Posts and Telegraphs linemen and wiremen in Lagos struck on the 14th of July. They demanded a higher classification under the Harragin and Unestablished Staff Reports. All efforts to persuade them to return to work failed. On the 15th of July, they were informed that unless they returned to work before 10 a.m. that day, they would be regarded as having voluntarily terminated their contracts of employment. They refused to return to work at the stated time and Government therefore regarded them as having terminated their appointments. The strikers, finding shock tactics unsuccessful, reapplied for their jobs and those found suitable among them were re-engaged.

Two trade disputes in the tin mines affecting a total of 10,200 workers, were the result of demands for improved conditions of service and retrospective payment of cost of living allowance. Through the intervention of the Labour Department the strikers resumed work pending a final settlement. After continued negotiations agreement was reached and a memorandum of such agreement was signed by the parties to the dispute.

Plantation workers to the number of 1,606 at Ekona and Molyko Plantations in the Cameroons went on strike on the 10th of October as a result of non-payment of arrears due under the new salary scales. The men demanded immediate payment. When assured payment would be made on the 17th and 18th of October, the strikers went back to work in groups from the 14th to the 17th.

Other disputes which did not involve stoppages of work were settled by the intervention of Labour Officers or by the normal process of conciliation through the Labour Department.

A new step has been taken in labour-management relationship by Government establishments. Joint negotiating committees have been set up in many departments. These make it possible for departmental officers and their staff to discuss problems and matters affecting the efficiency and smooth running of the department.

Resulting from unrest among casual labourers engaged on loading and unloading of ships along the Northern River ports for commercial firms, a survey of labour conditions in the river areas of the Adamawa, Benue, Kabba, Niger and Iborin Provinces was carried out. A similar inquiry is now being undertaken in respect of the timber industry in the Western Provinces.

General dissatisfaction in the Government Colliery, at Enugu, over the basis of conversion under the new wage scales, grew into a major dispute on the 3rd of November. After considerable procrastination, some of which

was occasioned by the unorganized and unrecognized state of the Colliery workers' Union which had no machinery for the discussion of grievances with the management, a Trades Union Officer was sent to Enugu to assist in the re-organization of the union into a state in which it would be possible for constructive meetings with the Colliery Manager to be held. After progress by the Trades Union Officer, the Senior Labour Officer was appointed conciliator and satisfactory interim agreements were negotiated.

OUTSTATIONS.—With the opening of a Labour Office at Buca in the Cameroons at the beginning of the year, the number of outstation offices of the department was increased to seven. The main function of this new office is the supervision generally of labour conditions in the Cameroons and particularly in the former German-owned plantations recently acquired by the Cameroons Development Corporation. A labour force of about 16,000 is employed on these plantations in the production of bananas, rubber, palm oil, dried bananas, tea and pepper. In addition to these duties, the Labour Officer-in-Charge supervises the work of the Calabar and Enugu Labour Offices each of which is under an Assistant Labour Officer.

The position in regard to the other offices is as follows:—

LAGOS.—The activities of this office consisted of settling industrial disputes and visits of inspection to industrial establishments. The office gave assistance in the drawing up of a total of four industrial agreements during the year and also visited forty-nine cases of industrial accidents in the General Hospital, Lagos, in order to advise on their claims under the Workmen's Compensation Ordinance.

JOS.—By the middle of the year a Labour Officer was posted to take over the duties of the Jos office which hitherto had been performed by the Resettlement Officer, Jos. The office continued to supervise the conditions of labour in the minesfield.

CALABAR.—This office under an Assistant Labour Officer, continued to supervise the recruitment of labour for the Spanish territories of the Gulf of Guinea. It is also engaged in other activities such as the settling of labour disputes and the inspection of industrial establishments as well as the handling of resettlement matters in the area.

During the past year, this office dealt with the recruitment of a total of 2,781 labourers and the repatriation of 1,565 others who had completed their contracts in Fernando Po and had returned to Nigeria. These figures represent a decrease of 32 per cent in the case of those recruited and 3 per cent in the case of repatriates, over the figures for the previous twelve months. The estates of deceased labourers handled by the office during the year were valued at £350 2s 4d.

BENIN.—The officer-in-charge dealt with the application of Orders-in-Council Nos. 25 and 26 and the general supervision of labour conditions in Benin Province. Warri and Ondo Provinces were later in the year included in the area covered by the office. 367 complaints of non-payment of wages, alleged illegal termination of appointment and other minor complaints were dealt with. Attention was given to the settlement of certain major industrial disputes which occurred in the Benin and Warri Provinces during the year.

A total number of 415 interviews was held with employers and employees and wages amounting to £834 19s 2d were recovered with the assistance of the Labour Office. In addition, visits of inspection were paid to rubber plantations and timber concessions and through the co-operation of employers certain improvements in the housing and general conditions of service of workers were effected.

**FERNANDO PO.**—The British Labour Officer at Fernando Po serves in the dual role of British Vice-Consul and Labour Officer.

There have been improvements in the housing conditions, feeding, and general treatment of Nigerian labour serving in the Spanish territories and an increase of fifteen and twenty pesetas has been granted in the wages of agricultural and silvicultural labour respectively. Towards the end of the year food supplies became scarce and the question of a temporary cessation of recruitment of labour is under consideration.

**LABOUR SUPPLY AND REGISTRATION.**—During the year the field of registration has again been extended by the opening of the Registration Office in Sapele for the registration and control of labour in Sapele and adjoining areas, and, the School Leavers' Registry at Enugu, to receive and consider applications for employment in Government service.

The opening of the proposed Registration Office at Jos for the control of labour on the minesfield had to be deferred owing to difficulties of construction. The buildings are now in hand and completion should be effected at an early date.

There has been a marked decrease in the number of persons registered in Lagos and Colony during the year owing to the restrictions which have been placed on the registration of workers in order to prevent over-crowding in the town by the influx of people from the provinces seeking work, and in order to control the registration and employment of workers in the labour market. The "live" register on the 31st of December contained 3,796 names as against 5,024 on the 31st of December, 1946.

With the opening of yet another Juvenile Employment Exchange at Sapele, juvenile employment becomes gradually more easily controlled. Juveniles in the areas where exchanges now operate have less incentive to leave their own district. They gain confidence in their local exchanges which can give them individual attention.

The usual interviews of school leavers were carried out in the Eastern and Western Provinces and the Colony with a view to placing such young men in the type of employment best suited to their abilities.

Testing of employed, unemployed and ex-service tradesmen continued during the year. The Nigerian Railway and the Public Works Department continued to provide facilities for carrying out trade tests. Approximately 936 persons have been tested, with passes in Classes II and III. No Class I certificate has as yet been obtained.

The special registration of the Port Section of the Marine Department was completed during the year. The total number registered was 716. The registration of the Public Works Department employees continued during the year. The aim of this departmental registration is to prevent the

continual turn-over of labour resulting in inexperienced men being brought into industry and as far as possible to provide regular employment by ensuring that men stood off for no fault of their own are re-engaged when opportunity offers. The field of registration offices for the Public Works Department employees has been extended to Lagos, Ibadan, Oshogbo, Ile-Ife, Jos, Kaduna, Sapele, Benin and Ondo.

**RESETTLEMENT.**—During 1947 the Trade Training School for ex-service tradesmen was opened at Enugu. This school provides a refresher course over a period of six months, the intention of Government being to give further training to ex-servicemen who already have army experience in their particular trade in order to place them on an equal footing with their civilian contemporaries. The scheme has proved very popular among ex-service tradesmen.

The concessions granted to trainees are free board and lodging, pocket allowance of six pence per day, and marriage allowance of nine pence per day to wives of married trainees. On the completion of the course an endorsement is made in the service discharge book of every trainee showing classifications of general conduct and proficiency. Although there can be no definite promise of employment for those who satisfactorily complete the course, records of such men are passed to their respective Area Resettlement Officers.

Since the establishment of the training school in February, 1947, 109 trainees have satisfactorily completed the course and have found their way into the labour market as fully skilled tradesmen.

A number of ex-servicemen have recently been taken into the Oyo Native Administration Farm School. Here they are provided with accommodation for themselves and their families together and with subsistence allowance. Instruction is given in three types of farming—hand cultivation, plough cultivation and cultivation helped by the possession of the smaller livestock. Pig breeding is also taught. Cattle is kept for milk and for ploughing purposes. The full course lasts two years, at the end of which time the men go back to their own villages to put into practice the methods which they have learned. In order to ensure the maximum value to the greatest number, arrangements have been made to institute weaving classes for the wives of men attending farming courses.

The number of ex-servicemen employed as supernumeraries to departmental establishments has decreased during the year as the men were gradually absorbed into established posts. Allocation of the necessary funds to the departments concerned will be made for the ensuing year, and it is to be hoped that it will not be long before all the remaining supernumeraries are absorbed.

The Nigeria Ex-servicemen's Welfare Association founded in 1946 has appointed a full-time secretary and the organisation is now well under way.

The Association grants loans to deserving ex-servicemen to enable them to establish businesses on their own account. Distressed ex-servicemen are being assisted by financial grants and disabled ex-servicemen are being placed on regular monthly pensions in addition to their normal military disability

pensions. Ex-servicemen requiring legal assistance are being financially helped by the Association. The return to their homes of destitute and incapable ex-servicemen has been undertaken by the Association. Such men are being provided with free transport and subsistence allowance while *en route* to their home towns.

Up to and including the 30th of November, 1947, 112,417 ex-servicemen have been demobilized. Of these 75,478 have registered as seeking employment and 29,273 have actually been placed in employment. 3,647 are recorded as having re-enlisted in the Army.

Although many major development works, in which lie the hope of many unemployed ex-servicemen, are not yet in actual operation owing to the shortage of staff and materials, it should be noted that the Nigerian Government's response to its many and varied resettlement problems has not been less than that obtaining in other dependencies of the British Commonwealth in spite of the fact that Nigeria's industrial development is yet in its infancy.

### Public Relations

The Public Relations Department broke new ground with the opening of a regional office at Ibadan. The experiment was entirely successful and the office ended its first year with a "Regional Public Relations Week", during which more than forty delegates, representing reading room committees and literary societies in all parts of the Western Provinces, gathered in Ibadan to hear talks from departmental officers and to discuss matters of mutual interest. Provision is made in the 1948-49 draft Estimates for the opening of regional offices at Enugu and Kaduna.

The *Nigeria Review* and the *Children's Own Paper* continued to be in popular demand. There was a big increase in the amount of assistance given to the press, the number of "releases" issued being almost trebled. There was a similar increase in the volume of written and photographic material sent overseas for the purpose of "projecting" Nigeria in other countries. Relations with the local press throughout the year were most cordial.

The staff of the department has become much more mobile and senior officers have toured the provinces, giving lectures and answering questions on Government plans and policy.

The Cinema Section covered a wide area of the country with its four vans, showing instructional films to large and appreciative audiences. A start was also made with the local production of sixteen millimetre films.

A new wire distribution station was opened at Calabar and the stations at Jos and Ijebu-Ode will be completed shortly.

### Police

Mr M. K. N. Collens, Superintendent of Police, was promoted Deputy Commissioner with effect from the 13th September, 1946, in place of Mr T. V. W. Finlay, Deputy Commissioner, who had succeeded Mr W. C. C. King, C.M.G., as Commissioner, on the latter proceeding on leave preparatory to retirement.

Mr A. C. Luek, Superintendent of Police, was promoted Assistant Commissioner on the 2nd January, 1947, to fill the vacancy created by the retirement of Mr G. M. Farrel, Assistant Commissioner, and Mr R. V. D. White, Superintendent of Police, was promoted Assistant Commissioner to fill the new duty post which had been created in the Western Area in conformity with the regionalisation of the administration. This comprises the Police Provinces of Oyo-Ondo, Warri-Benin, and Abeokuta-Ijebu.

Recruitment for the Force has been very satisfactory. As a result of the improved rates of pay applications for enlistment in the Southern Provinces exceeded requirements. The resources of the Southern Training School continued to be taxed to the utmost in providing trained constables to fill all the vacancies occasioned by substantial increases in establishment combined with normal wastage. The school also continued to train members of Native Administration police forces. Over 400 recruits were enlisted during the year of whom 125 were ex-servicemen.

In the Northern Provinces most of the members of the Force who had been released for military service have now been re-absorbed and recruits are again being enlisted. The improved conditions of service have attracted a better and more educated type of Northerner to the Force.

Although most of the vacancies in the officer establishment were filled during the year both by Colonial Office appointments and by the promotion of members of the junior service, the introduction of the revised conditions of service recommended in the Harragin Report resulted in the retirement of some officers at an earlier age than was previously permitted and it was not possible, as had been anticipated, to fill all duty posts. At the close of the year the Force was six officers under establishment.

Three officers are attending the second course of training in the United Kingdom for officers of the Colonial Service and it is anticipated that three officers of the Force will be nominated to attend the next course. Unfortunately there is, at the moment, no institution in the United Kingdom to which members of the inspectorate can be sent for specialised training with a view to their promotion to the senior service, but it is hoped that with the establishment in 1948 of the new Police College in England, a number of vacancies will be allocated to the junior ranks of the Colonial Police Forces.

Although the statistics for the year indicate a general increase in crime in most of the Southern Provinces and in the Colony it is not considered that crime has, in fact, increased to the extent indicated, and the rise may be attributed to the expansion of police services throughout the area which has resulted in considerably more offences being reported by the public than before. It is gratifying to be able to say, however, that the incidence of crimes of violence has decreased.

While there has not been any appreciable increase in crime generally in the Northern Provinces there has been a noticeable increase in the number of offences against property in the Zaria and Plateau Provinces. This may be attributed to the large number of ex-servicemen who are at present unemployed.



pensions. Ex-servicemen requiring legal assistance are being financially helped by the Association. The return to their homes of destitute and incapable ex-servicemen has been undertaken by the Association. Such men are being provided with free transport and subsistence allowance while *en route* to their home towns.

Up to and including the 30th of November, 1947, 112,417 ex-servicemen have been demobilized. Of these 75,478 have registered as seeking employment and 29,273 have actually been placed in employment. 3,647 are recorded as having re-enlisted in the Army.

Although many major development works, in which lie the hope of many unemployed ex-servicemen, are not yet in actual operation owing to the shortage of staff and materials, it should be noted that the Nigerian Government's response to its many and varied resettlement problems has not been less than that obtaining in other dependencies of the British Commonwealth in spite of the fact that Nigeria's industrial development is yet in its infancy.

### Public Relations

The Public Relations Department broke new ground with the opening of a regional office at Ibadan. The experiment was entirely successful and the office ended its first year with a "Regional Public Relations Week", during which more than forty delegates, representing reading room committees and literary societies in all parts of the Western Provinces, gathered in Ibadan to hear talks from departmental officers and to discuss matters of mutual interest. Provision is made in the 1948-49 draft Estimates for the opening of regional offices at Enugu and Kaduna.

The *Nigeria Review* and the *Children's Own Paper* continued to be in popular demand. There was a big increase in the amount of assistance given to the press, the number of "releases" issued being almost trebled. There was a similar increase in the volume of written and photographic material sent overseas for the purpose of "projecting" Nigeria in other countries. Relations with the local press throughout the year were most cordial.

The staff of the department has become much more mobile and senior officers have toured the provinces, giving lectures and answering questions on Government plans and policy.

The Cinema Section covered a wide area of the country with its four vans, showing instructional films to large and appreciative audiences. A start was also made with the local production of sixteen millimetre films.

A new wire distribution station was opened at Calabar and the stations at Jos and Ijebu-Ode will be completed shortly.

### Police

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The number of offenders who have been detected in relation to offences reported and who have been prosecuted to conviction has been satisfactory, and a large percentage of property reported stolen has been recovered.

For the purpose of dealing more speedily and effectively with cases of crime committed in Lagos, a control room was inaugurated in October to which emergency telephone calls could be directed at any hour of the day or night by members of the public reporting the occurrence of crime or requiring police assistance. This has resulted in prompt action being taken by the despatch by motor vehicle of the police and equipment necessary to deal with the type of offence reported.

In 1948 it is hoped to extend and improve this system by providing a number of motor vehicles which will be fitted with wireless apparatus and be in radio telephonic communication with the control room, to patrol the Lagos area and thus enable the police to proceed to the scene of any crime with the minimum delay.

There are indications that this system, although still in its infancy, is being appreciated and is being increasingly made use of by members of the public.

I wish to take this opportunity of emphasizing that it is the duty of the public to co-operate in every way with the police in the maintenance of law and order and in the protection of life and property. This is a civic obligation imposed on every law-abiding citizen and unless each and every one of us is prepared and is willing to assist to the utmost of our ability we cannot expect the police, no matter how efficient they may be, to succeed in their onerous duties: to do so would be to expect the impossible.

The continued perpetration of the "leopard" murders in the Abak and Opopo Divisions of the Calabar Province has necessitated the Special Investigation Force being maintained in the affected area throughout the better part of the year. Two permanent police posts have also been established at Ibesit and Ikot Afanga. As a result of a decline in the number of murders committed following an extensive tour of the area by delegates of the Ibibio Union this special force was, in October, 1947, reduced to two officers and fifty rank and file; also the curfew order imposed during 1946 was raised with a view to re-establishing normal administration as soon as possible. There has since been an increase in the incidence of these murders which may be attributed to the reduction of the special force. Thirty-nine executions of leopard murderers were carried out during the period under review.

Rank and file from the Western and Eastern Provinces attended Close Combat courses instituted at the Southern Training School. Refresher courses in criminal investigation and detection will form part of this year's programme. In the Northern Provinces it is hoped that the new Police College buildings at Kaduna will be completed in 1948. The college will accommodate seventy-five Nigeria police and an equal number of Native Administration police recruits. Selected members of the various Native Administration police forces are being trained as instructors and will undertake the instruction of Native Administration Police recruits as soon as the new college is opened. During the year police officers of the Senior Service

have been attached in an advisory capacity to the Kano, Bornu, Jos, Ilorin, Ibadan and Abeokuta Native Administration police forces and have been responsible for their supervision and training. Provincial police officers have continued to take a keen interest in other Native Administration police forces and this has resulted in excellent relations and close co-operation between the Nigeria and Native Administration police forces.

The annual musketry course for the rank and file and the revolver course for officers and the inspectorate were fired during the year with satisfactory results.

There has been a marked increase in the number of motor traffic offences and motor accidents during the period under review, and it is evident that the standard of driving in Nigeria generally, and in Lagos in particular, has deteriorated considerably. This may be attributed to the greatly increased number of vehicles on the roads, many of which are imperfectly serviced and unroadworthy; often they are driven with little regard to either their condition or to the other traffic, both vehicular and pedestrian, using the highways. In the Colony the prosecution of offenders by the police has resulted in a most congested cause list with which the bench has been unable to deal, and up to the end of November, 1947, there were 3,650 cases awaiting trial. The position would have been worse had many justifiable prosecutions been instituted for further offences, but realising that to do so would only result in further congestion police "warning notices" were issued instead. This congestion, necessitating as it does numerous postponements and adjournments, has greatly inconvenienced those members of the public who came forward as police witnesses and has taken up, by unnecessary attendance at court, the time of constables who otherwise would have been employed on traffic control. The need for the establishment of a court solely for the purpose of adjudicating in motor traffic offences is evident and is receiving consideration.

The inauguration of one way traffic in a number of streets within the Township of Lagos has eased, to some degree, the congestion of traffic on the principal thoroughfares and has contributed to greater safety on the roads. It is hoped to extend this system during 1948 and to introduce a system of "stop" streets.

During 1948, it is hoped to replace the existing traffic control posts by mobile motor traffic units supervised by superior police officers. These units will operate on the highways throughout the country; they will exercise greater and more effective control of traffic and will be instrumental in curbing the prevalence of motor traffic offences and reducing the high incidence of accidents.

Despite an acute shortage of building materials good progress has been made during the year in providing permanent and semi-permanent two-roomed quarters for members of the rank and file. A number of recreation rooms have also been built in the provinces. Existing buildings were maintained in good repair.

Early in 1947 there were two minor disturbances in Lagos in which the police had to resort to baton charges, and one of a more serious nature in which order was restored only after the use of tear smoke.

In February, a serious Tiv-Hausa fracas occurred at Makurdi over a chieftaincy dispute. The Tiv initiated the trouble instigated by a number of ex-soldiers and it was necessary for the police to fire nineteen rounds. One person was killed and sixty casualties were treated in hospital. Nine other persons involved in the riot died as a result of injuries. Four Tiv and four Hausas, who were charged with riot, were sentenced to terms of imprisonment ranging from two to four years.

A strike occurred in May and June, 1947, on the Plateau which involved some 10,200 artisans and labourers. Apart from one very minor incident the police were not called upon to deal with a breach of the peace.

Another small disturbance took place in May at Ode in the Ilorin Province. Order was soon restored on the arrival of the police.

In June there was a serious riot at Burutu. A strike involving about 1,500 U.A.C. labourers developed into a riot and the police were compelled to fire two rounds after a crowd comprising about 500 persons had attacked and injured three peaceful citizens and damaged property; also many members of the crowd had refused to disperse and return peacefully to their homes following repeated commands to do so by a superior police officer.

In August a passenger lorry was held up on the Jos-Maiduguri road near the latter town by an armed band whose members fired arrows. One passenger was killed and others were stripped of their clothing and money. In October, a similar hold-up was attempted, logs being placed across the road as before and arrows again being fired. In this case the lorry was driven over the obstruction and got away. As it has not been possible to identify the perpetrators no arrests have been made.

In October there was considerable labour unrest in the Cameroons due to the delayed payment of arrears by the Corporation. Extra police were drafted to the area but no breach of the peace occurred.

In November-December a "go slow" policy was adopted by the labourers engaged in the Colliery at Enugu and police had to stand by on a number of occasions.

In December police were drafted to Abeokuta as a precautionary measure in connection with an anti-tax demonstration by market women. The presence of the police had a sobering effect and it was unnecessary to resort to the use of force.

Between the 1st of January and 30th of November, 1947, 4,156 non-Africans entered Nigeria and 3,591 departed. It is anticipated that the incidence of arrivals and departures of non-Africans for the year will be approximately the same as in 1946, and will show an increase over figures for 1945 by about twenty-five per cent. This increase may be attributed to the need for bringing the staffs of Government departments and of certain of the larger commercial enterprises up to establishment.

The revised Immigration Ordinance came into operation on the 1st of January, 1947. It provides that no non-African may enter Nigeria without the permission of Government.

During the year applications from persons applying for permission to take up residence in Nigeria were carefully considered and only those persons who were in a position to improve the social, scientific or economic welfare of the country were granted permission to enter.

During the year 393 persons arrived at Kano from the United Kingdom by road *en route* to South Africa. A number turned back, while others had to be repatriated at Government expense.

During the year the rank and file employed on railway police duties were formed into a separate Police Province under the command of a senior officer who had his headquarters at Ebute Metta, and Regional headquarters, each under a superior police officer, at Lagos and Zaria. For the short period during which this force has operated, it has more than justified its establishment. Up to the 30th of November, 1947, the revenue from passengers' fares alone had exceeded the amount collected over the corresponding period in 1946 by £105,436. There has also been a marked decrease in the incidence of theft of railway property and of goods in transit.

Three awards for gallantry, five King's Police Medals and one Colonial Police Medal have been earned by members of the Force during the period under review.

The morale of the Force is at a particularly high level. This is due to many factors, amongst which may be mentioned the generous terms of the Harragin Award and improved housing, together with better terms of service and re-engagement.

### Prisons

For the first time in many years, it is possible to record that there is no longer an acute shortage of staff, and it has consequently been possible to progress with major schemes of penal reform. During the year the warder establishment was increased by almost two hundred, and at the same time a large number of senior posts were created. The latter have given great satisfaction to the junior warders many of whom can now be reasonably certain of promotion in the future. The position with regard to superior officers is extremely satisfactory as there now remain only two vacancies to be filled.

The year saw the establishment of a training school for warders—the first of its kind in Nigeria—and it is under the command of a Senior Superintendent. Henceforth, all recruits will undergo a period of four months' training before they are finally accepted for the prison service, and from time to time, refresher courses will be held for serving warders. The curriculum is broad and comprehensive and covers every aspect of prison administration. In spite of the high physical and educational standards required, there has been no difficulty in obtaining suitable recruits, and there is a long waiting list of candidates. The school has accommodation for 120 recruits, and next year it is proposed to admit a limited number of warders at present employed in the Native Administration prisons.

This increase of staff coupled with the provision of additional funds, has made it possible during the past year to introduce modern methods in the treatment of offenders.

Early in the year, it became possible for long term first offenders to earn a small monthly wage for work performed in excess of a fixed task, and approximately five hundred prisoners now enjoy this privilege. Such a scheme has proved to be a valuable incentive to good conduct and industry, and may later be extended to include well-behaved recidivists who are serving long sentences.

During the year the policy of segregating first offenders and habituals was expanded and, in spite of structural difficulties, classification was introduced for the first time in many of the smaller prisons.

Five permanent chaplains, representing the principal denominations, have been appointed to the convict prisons, and religious instruction has been organised on modern lines. The chaplains not only hold regular services on appropriate occasions, but also advise the Superintendents on all matters concerning the spiritual welfare of the prisoners.

The question of the employment of qualified teachers in the prisons is now under active consideration, also it is hoped to establish next year small libraries in the convict prisons.

A well-behaved prisoner, who has served two years of his sentence, can now be visited by a limited number of relatives at Government expense once during the course of his imprisonment. This concession has been made to enable the prisoner to maintain home ties as very often the relatives are too poor to afford the fares resulting from the long distances which such visits involve.

An official organisation has been formed for the rehabilitation of deserving ex-prisoners, and three paid whole time after-care officers have been appointed.

It is satisfactory to record that during the past twelve months the daily average population of all the prisons did not appreciably exceed that for the preceding year.

Arrangements are now being made to re-organise prison industries, and provision has been made for the appointment of a Technical Instructor who will be responsible for this branch of prison administration. Orders for modern machinery and equipment have been placed with the Crown Agents, and skilled prison labour will be directed into more useful channels. The prisons will not, however, compete with the small outside craftsmen, and the new power-driven machinery will be utilised principally for work in connection with Government projects.

In March, 1947, when the approved institution at Enugu was converted into a training school for warders, the boys were transferred to new premises on the site formerly occupied by Hill Top Barracks, approximately four miles from Enugu. Every effort has been made to administer this new establishment as an ordinary school, and it is without walls or other penal features. The school is administered by an officer transferred from the Borstal service in the United Kingdom, and modern machinery for the treatment of juvenile delinquents is slowly but efficiently being introduced.

## Legal

The department has been fortunate in obtaining two further appointments to the office of Crown Counsel bringing the number up to seven with one vacancy still to be filled.

The difficulty of obtaining experienced Legal Officers for the posts of Senior Crown Counsel continues but the appointment of Mr J. S. Many Plange, O.B.E., who was transferred from the Gold Coast, and the promotion of Mr R. A. Doherty brings the number of posts filled to four, leaving three vacancies.

It is most satisfactory that it has been possible to appoint Africans to these two posts and it is hoped that a suitable local candidate will offer himself for the vacant appointment of Crown Counsel.

The work of this department is necessarily tending to become regionalised to some extent and it is hoped eventually to be able to keep two officers at each regional headquarters, but while the existing staff is almost adequate for this purpose the fact that no fewer than seven officers were appointed within a few months of each other makes it difficult to adjust the leave roster so as to maintain outstation requirements.

The flow of work into the department tends to increase steadily, but it has been possible to give a greater measure of attention to the administration of criminal justice and it is hoped in the future that arrangements will be made whereby Crown Counsel will appear at most of the criminal assizes.

Legislation during the year was about equal in volume to that of 1946, forty-five and forty-three ordinances respectively being placed on the statute book, which indicates a steady return to normality, especially in comparison with 1945 in which year no fewer than seventy-three ordinances were passed through the Legislative Council.

## Judicial

During the past year the courts have continued to work under great strain owing to the increase in crime and litigation, the shortage of judges and the consequent repercussions on magistrates. The increase has been most marked in Lagos where the existing arrears in both the Supreme and Magistrates Courts have reached such proportions that these courts cannot function efficiently unless there is an increase in both the number of judges and magistrates.

The Supreme Court at Opobo constituted to hear "Leopard Society" murders has been in session throughout the year. It is gratifying to note that the large number of arrears in that court have been disposed of and unless there is a fresh outbreak of murders in this area the need for an additional judge at Opobo may shortly disappear. Three magistrates have successively sat as acting judges at Opobo to try these cases. In addition it has been necessary to appoint an acting judge to fill the vacancy created by the long illness of Mr Justice Brown; until the 30th of September, 1947, a magistrate filled this appointment, but when the Chief Registrar was appointed to act as a judge it proved necessary to provide a magistrate to act as Chief Registrar.

It is expected that shortly it will no longer be necessary to appoint acting judges in order to maintain the numbers of the existing establishment. Mr Justice Brooke has retired after nearly thirty-four years service and Mr Justice Callow left in December on transfer to Malaya. Three new judges have been appointed: Mr Justice Wells Palmer, formerly Administrator-General, in March, 1947; Mr Justice Robinson of Northern Rhodesia, in May; and Mr Justice Johnston of the Gambia, in August. Also His Majesty has been pleased to appoint Mr Justice Hallinan of Trinidad and Mr J. R. Gregg, Attorney-General of Uganda to be puisne judges in Nigeria. Both these judges are expected to arrive shortly. The establishment of puisne judges will then be complete.

From the progressive increase in the number of cases before the courts it is evident that an increase in the establishment of judges is necessary and this is receiving consideration. There are some 250 civil actions pending in the Supreme Court at Lagos which is an excessive number for two judges to be expected to dispose of, especially when one of these judges is occupied for approximately thirty weeks in the year on the assizes.

There has been no marked increase in the cases before the Magistrates Courts with the exception of Lagos. The four Magistrates Courts normally sitting at Lagos have been overwhelmed by the increase in crime and litigation and although the magistrates have been obliged to sit long hours it has not been possible for them to stem the flow of mounting arrears. In an endeavour to meet the situation two extra magistrates, Grade I, have been sitting in improvised courts since September, 1947. As there were no additional magistrates available, Messrs J. I. C. Taylor, F. R. A. Williams, O. O. Alakija and O. Moore have sat as magistrates for periods varying from one to four months, but all have either returned or are returning to their practices at the bar. With their assistance it was possible to have six magistrates courts in constant session for four months and to deal more expeditiously with the criminal cases pending. The number of unconvicted prisoners in custody in relation to convicted prisoners was reduced from 29 per cent in September to 15 per cent in December; but this does not take into account those cases where the accused were on bail. The position of the arrears is still grave and may be expected to increase until additional permanent magistrates are available. This need is urgent. Further, to relieve the congestion in the Magistrates Courts in Lagos, two magistrates, Grade III, were appointed in October to take cases falling within their jurisdiction with additional jurisdiction in matters which are subject to the jurisdiction of Native Courts relating to marriage, family status, guardianship of children, inheritance and disposition of property on death, thereby reducing the number of cases pending in the courts of the magistrates, Grade I.

It has not been possible to provide a magistrate to sit in the Juvenile Court, and his functions are still being performed by the Chief Registrar in addition to his normal duties. With the assistance of the ladies and gentlemen who sit on the panel, the Chief Registrar has been able to deal expeditiously with the cases before the court. There are, regrettably, too many cases of juvenile delinquents and though it is possible to provide adequate corrective treatment in the majority of cases, difficulty is being

experienced in the case of boys who are too old to be sent to the training school at Isheri and who have no near relatives under whose control they can be placed.

The question of the re-constitution of the West African Court of Appeal is still under consideration and in the meantime a considerable proportion of the time of the Chief Justice of Nigeria is still spent in this court, of which during the calendar year 1947, there were sittings during thirty weeks; these involved absences in Sierra Leone and the Gold Coast amounting to three months. The length and frequency of these sittings has restricted the time available to the Chief Justice for tours of inspection within Nigeria. During the past year only one tour of the Northern Provinces could be undertaken and this occupied three weeks. It is hoped that an early re-constitution of the court of appeal will enable the Chief Justice to devote more time to his other equally essential duties.

Further progress has been made with the proposals for the erection of new Law Courts in Lagos and, following the visit to Nigeria of Mr Watkins, the architect, it is hoped that work may be commenced during the ensuing year. It is now proposed that the new Magistrates Courts should be erected on the same site as the Law Courts. The former will contain accommodation for the additional magistrates necessitated by the increase in the work in Lagos. At the same time steps are being taken to increase the accommodation for magistrates in the Ebute Metta-Yaba area for similar reasons.

#### Administrator-General

The Revenue for 1945-46 was £7,436; that for 1946-47 was £11,077 and from 1st April this year to the 31st December, £5,299 9s 2d.

From the 1st of January to the 31st of December the administration of sixty-eight European estates (forty-seven civilians and twenty-one officials of Government) and 880 African estates was undertaken by the Administrator-General as against fifty-six European estates (thirty-nine civilians and seventeen officials of Government) and 562 African estates for last year. There has been a marked increase in the number of applications requesting the Administrator-General to administer estates.

PROBATE REGISTRAR.—The number of applications received during the period under review was 590 as against 554 for last year.

PUBLIC TRUSTEE.—The total number of Trusts under the Public Trustee is 267 as against 236 last year with 806 *cestui qui* trusts as against 716 last year. There are eighty-four properties under his management. The aggregate value of Trust property up-to-date is £53,417 18s 5d as against £42,342 5s 1d for last year, thus showing an increase of £11,075 13s 4d. All such funds are invested in Government securities.

The Public Trustee continues as usual to arrange for the maintenance and education of minors and all bills for schooling, etc., are sent to his office and paid direct to the institutions and parties concerned. He collects rents on properties under his management, carries out repairs whenever necessary and pays all rates and taxes.

REGISTRAR OF TRADE UNIONS.—The number of trade unions on the register up to date is 109, twenty trade unions were registered during the period under review. Twenty trade unions amalgamated with other unions during the same period and two unions were struck off the register. The number of applications advertised in the Gazette pending consideration is thirteen.

REGISTRAR OF COMPANIES. During the past twelve months six companies incorporated abroad were entered on the register and thirty-two companies were incorporated and registered locally. The total share capital of companies incorporated locally amounts to £637,500. The total number of foreign companies on the register up to date is 180 and locally registered companies amount to 191. The nominal share capital of the latter is £7,055,359.

REGISTRAR OF BUSINESS NAMES.—The total number of business names registered during the period under review was 1,428 as against 1,379 for last year.

REGISTRAR OF TRADE MARKS.—The total number of Trade Marks registered up to 31st December, 1947, was 233.

There has been an increase in the volume of work undertaken by the department, but it is feared the revenue for the year 1947-48 may fall short of the revenue for previous years as a result of a recent decision that administration fees on estates administered by the Administrator-General should be charged only on the value of the personal estate realised and not on the gross value of the estate as was the case previously, and secondly owing to the reduction in Probate Registrar's fees on estates of less than £500 in value; this was laid down by the new Supreme Court (Civil Procedure) (Amendment) Rules, 1947.

The Administrator-General's office is still temporarily housed at No. 20 Campbell Street, Lagos, pending the building of new premises at a site on Race Course Road; for this provision for £20,000 is being included in the 1948-49 Estimates.

#### Posts and Telegraphs

The demand for increased public services continued throughout the year. There was an improvement in the position of senior service staff and the appointment of six Postal Inspectors has resulted in progress being made in the training of junior service staff.

The expansion of postal business has continued but has been hampered by lack of equipment and shortage of trained staff. New post offices affording public services were opened at Ogidì, Mapo Hill and Otta, replacing former agencies with limited facilities. At Ondo, Akure, Ado Ekiti, Ilaro and Uyo, new permanent post office buildings were occupied. A number of new postal agencies have been opened in rural areas during the last twelve months.

The Nigerian Air Service serving the Colony and the Eastern and Northern Provinces has operated satisfactorily. Additional air services, operated by the West African Airways Corporation, between Lagos, Benin and the Eastern Provinces as well as between Lagos and the Cameroons have

been inaugurated. The former in service to the United Kingdom *via* the West Coast was replaced by the speedier *to*-Sahara service which is now operating on six days of the week. Increasing use was made of the air mail services during the last year.

Parcel traffic to and from other countries has continued to increase. During the year considerable progress has been made, with the co-operation of the Customs Department, towards decentralising the work of Customs examination and assessment, and the delay in the delivery of parcels to the public has, in consequence, been reduced considerably throughout the country.

Rural postmen routes were extended and the service has proved most popular in the rural areas. In addition to the delivery of correspondence to remote areas these postmen also sell stamps and collect correspondence. The house-to-house delivery of correspondence in the urban areas has also been extended.

Internal and external letter postage rates were reduced as were money order and postal order commission rates.

There has been a large increase in money order business, despite the discontinuance of the use of the service by demobilised soldiers. The smaller increase in the value of postal orders issued is attributed to the preference by the public for the money order service since the commission for the latter was reduced. For the same reason there has been a decline in the value of the postal orders paid.

During the past year the balance to the credit of depositors in the Savings Bank increased from £1,889,000 to £2,114,000. Decreases in deposits, and particularly in withdrawals, were due to the cessation of the Demobilization Savings Bank Accounts Scheme, and the virtual withdrawal of practically all the sums deposited thereunder. The advance of the amount on deposit represents, for practical purposes, the normal savings' increases of the "ordinary" depositors.

There was a normal average increase in the number of telegrams handled during the year. Engineering expansion has been confined to reconstruction and maintenance, but a teleprinter circuit has been installed at Lagos and Ibadan.

New public telephone exchanges have been opened at Kafanchan and Bauchi, and an exchange has also been opened at Ebute Metta to provide much needed spare lines in the Lagos exchange area. A considerable amount of underground cable has also been laid in the larger telephone areas. A new Radio Distribution centre was opened at Calabar and work on the Jos, Kaduna and Ijebu Ode centres has been started.

Telephone trunk development has been restricted by the difficulty of obtaining steel poles. Work on the reconstruction of the Oshogbo-Akure overhead line is progressing and work will be commenced on most of the new trunks shown in the 1947-48 Estimates as soon as the steel poles arrive. Most of the equipment for the Lagos-Ebute carrier circuit has been received and work on its installation is progressing.

As regards aeradio services the year 1947 has been reasonably successful. This was largely due to the arrival of new staff, which enabled the long needed overhaul of equipment to be carried out and allowed supervision to be given to operating circuits, with a consequent improvement in efficiency.

Radar blind landing aids --- the BABS Mark II system --- were installed at Kano and Ikeja. The installation at Kano has already had considerable use. With the introduction of the Halton trans-Sahara flights it was necessary to open long distance air-guard services to keep in touch with planes operating across the desert, as well as establishing more long distance point-to-point wireless telegraph circuits to enable information to be given for the operation of these flights. The increases in flying generally, made it necessary to open up more point-to-point communication circuits with the neighbouring French territories. Wireless equipment has also been installed at a number of minor aerodromes.

### Electricity

The position with regard to permanent and temporary staff has shown little improvement and the continued shortage of engineer officers has retarded the progress of extension works and the development of new projects. A Bill to establish an Electricity Corporation to take over all existing Government electricity undertakings and to promote and develop the generation, distribution and sale of electricity in Nigeria and the Cameroons under British trusteeship has been drafted. It is hoped that this legislation may be enacted this year thereby enabling the Corporation to come into operation in 1949.

Applications for the supply of electricity to new premises were dealt with so far as the plant and mains' capacity permitted, but the position has now been reached where restrictions regarding the connections of new supplies must, unfortunately, be imposed. Every effort is being made to minimise these restrictions by the installation, as a temporary measure, of supplementary oil engine generating sets as these become obtainable.

Delivery dates for all classes of plant and materials have appreciably worsened and prices are high. Future prospects are not good as there is every indication that no improvement on delivery dates can be expected for a long time and manufacturers' prices have not yet reached their peak. The delivery dates when quoted now stand at from two and a half to three and a half years for generating plant and associated equipment, whilst for other electrical materials the dates range from nine to twenty-one months. The laying of an 11 kilovolt underground cable and the erection of a sub-station at Iju to provide supplies to two new electric motor driven pumps at the Iju Waterworks has been completed, but the pumping sets have yet to be received from the manufacturers. Other works of a permanent and temporary nature to provide supplies to new residential and business premises in the various areas which require them have, and are, being carried out as materials and plant capacity permit.

Operating costs rose sharply during the year owing to further advances in the cost of fuel, salaries, wages, general maintenance materials and annual capital charges. The net profit of the combined Government electricity undertakings has in previous years been sufficient to meet these increased

operating costs without recourse to an increase in the electricity selling tariffs, but this fortunate position no longer obtains and it will therefore be necessary to revise the existing tariffs to meet the increased operating costs. This revision will come into operation during the financial year 1948-49. In the case of the Native Administration electricity undertakings an upward revision of the Abeokuta electricity tariff has already been introduced, and it is probable that other Native Administration authorities may find it necessary to follow suit.

Under the Development Plan indents have been forwarded to the United Kingdom for the supply of generating plant for the Njole River (Cameroons) and Nkissi River (Onitsha) hydro-electric schemes, whilst orders have also been placed for the materials required for the Maiduguri, Sokoto, Abakaliki, Bukuru and Sapele distribution systems. Investigations into the prospects of an electricity scheme for Aba have been completed and the necessary indents are being prepared. The appointment of a hydro-electric engineer during January, 1948, has enabled a survey to be made of overhead transmission line routes from the proposed power station at Njole River to the distributing areas of Buea, Tiko and Victoria. Work on the new scheme for Maiduguri township and airport has continued so far as the supply of materials has permitted. Investigations for electricity projects at Ijebu-Ode, Ilorin and Sokoto have had to be suspended owing to the resignation in July, 1947, of the Electrical Engineer in charge of construction, and the inability to spare the services of a suitable experienced officer of the permanent staff for such duties.

### Printing

The introduction of the Regional system and the Regional Councils together with increased activity in all departments, has added greatly to the heavy burden which the Printing Department has, with inadequate buildings, plant, equipment and materials, been obliged to carry for so many years. It is unlikely that this burden will be eased until new plant, which has long been on order, is received, the new Regional presses are established and the parent press in Lagos enlarged. Unfortunately the supply position in the United Kingdom is such that it is feared some years will elapse before any appreciable improvement as regards machinery can be expected. The delay in the delivery of paper, stationery and other necessary materials is the cause of much inconvenience, not only to the Printing Department, but to all who rely upon it for printed matter and office requisites.

During the latter part of 1947 the new typewriter depot was established at Apapa. So far it has been possible only to deal with a few machines requiring minor repairs, the principal preoccupation of the Typewriter Engineer being the training of mechanics, condemned machines being used for instructional purposes. However, until equipment and tools arrive and the staff is properly trained repairs on a large scale cannot be undertaken.

Owing to the congested condition of the Lagos building it became necessary at the end of last year to transfer the Central Stationery Depot to a vacant building at Apapa so as to provide additional space for the

the binding branch of the department. This building has facilities for bulk storage. The removal of the depot from its central position to a place so inconveniently situated will cause delay in the delivery of goods and add to expenditure on transport, but no alternative accommodation in Lagos is at present available.

The Kaduna branch of the Printing Department has been required to deal with a great quantity of additional work occasioned by the introduction of the House of Chiefs and the Northern House of Assembly, the requirements of both Houses include the printing of all papers in both English and Hausa. This branch is not equipped to deal with so large an amount of work, but as there is no prospect of the early arrival of new plant and equipment, it will be obliged to continue to operate under conditions of great difficulty for the present.

In view of the urgency of the matter it has been decided to undertake the revision of the laws of Nigeria locally, and these will be printed and bound at Apapa. Despite the inconvenience which such an arrangement will cause some items of plant and some equipment will have to be transferred from Lagos to Apapa where the work on the revised edition of the Laws will proceed as rapidly as the limited resources permit.

#### **Inland Revenue**

The final yield from income tax for the year 1947-48 cannot be accurately forecast owing to the delays which have occurred in finalising the new double income tax arrangements which as Honourable Members are aware are to be effective from the year 1946-47 inclusive. Some part of the shortfall was prevented by raising the majority of the assessments on companies for the current year at the full rate of tax in anticipation of the completion of the arrangements, and as the relevant Orders in Council have now been made these assessments are in order. A delay of more than threequarters of the year arose, however, before steps could be initiated to recover the double income tax relief already allowed and amounting to over £600,000, and this gives rise to some doubt as to whether full recovery can be effected before the close of the year. Strenuous efforts are being made to that end, and this Council will be asked later in this Meeting to give approval to a short Bill which will remove any doubts which may exist as to rights and liabilities under the new taxation arrangement. Time is, however, getting very short and a small proportion of the collection may very possibly be carried forward into next year, even should no unexpected administrative difficulties intervene to prevent the recovery of more substantial amounts.

Should the efforts to recover this large sum of double income tax relief meet with material success it is not expected that the gross revenue from income tax will vary greatly from the figure in the Approved Estimates, nor is any great change expected in the revenue potential for 1948-49.

The difficulties of accommodating this department in Lagos, to which reference was made in Lord Milverton's last Budget Address to this Council, have been overcome by its temporary removal to new offices on the Ikoyi road. It will remain there until it is possible to erect the necessary buildings on a more central site which has been allocated for this purpose.

The department was handicapped throughout the year by a severe shortage of senior staff and I regret that the prospects of early recruitment are not promising.

Branch offices are now in operation at Ebute Metta (for the general public of Apapa, Yaba and Ebute Metta) and at Kano, Ibadan and Port Harcourt. This completes the original programme of expansion and plans are not at present being laid for any further decentralisation.

#### **Treasury**

Regional Treasuries under the control of Regional Treasurers were established with nucleus staffs in April and May, 1947. Since then material progress has been made, notably in the establishment of that close liaison envisaged in the Phillipson Report with Regional Secretariats; this liaison is similar to that already existing between Treasury headquarters and the Nigerian Secretariat. During the year plans have been put into effect to establish Regional Treasuries as accounting organisations on a sub-accounting basis as from the 1st of April, 1948.

The regionalisation of the Treasury will progress according to the degree of fiscal autonomy delegated to the Regional Houses of Assembly. The maintenance of separate accounts for each Region is essential from the outset, but it will be necessary ultimately to place each Region on a self-accounting basis. The responsibility for building up the Regional accounting organisation to that stage will devolve upon the Principal Accountants-in-Charge of Regional Treasuries. Major changes in the accounting system have already become necessary as the result of the centralisation of accounts (including accounting and other records hitherto kept at Provincial Treasuries) in Regional Treasuries.

An integral part of the scheme of re-organisation is the appointment of Regional Touring Officers, of whom at least one will be posted to each Region not later than the 1st of April, 1948. Touring Officers will be required not only to inspect Divisional Treasuries at frequent intervals but, what is regarded as even more important, they will be required to instruct the officers who operate them.

The recommendations of the committee which was appointed to examine the system of control of Divisional Treasuries, to which reference was made in the last Budget Address of Lord Milverton, have been approved. An essential feature of the new system is that Divisional Treasuries will be directly operated and controlled on a Regional basis by the Accountant-General's Department in those centres where the volume of work justifies such a course. This, combined with the guidance and supervision provided by Regional Touring Officers will establish Divisional Treasuries on a more efficient basis and, ultimately, eliminate accounting errors at source. Initially, it will be possible to operate only selected Divisional Treasuries. Others will be taken over as trained staff becomes available.

Considerable difficulty has been experienced in the provision of office accommodation for Regional Treasuries, and quarters for members of both the Senior and Junior Services. This difficulty is not peculiar to the Treasury, but it remains one of major concern.



The centralisation of accounts and other records in Regional Treasuries initially will require large stocks of stationery and new forms. It is hoped that the necessary requisitions can be met as otherwise it may be necessary to defer overdue accounting reforms and to modify existing plans.

The Treasury Training School was established in November, 1946. The object of the school was to provide elementary and advanced, or promotion, courses of instruction. Since then, ten elementary courses have been held and there can be no question that they have proved of great benefit not only to the department but to the students themselves. One place in each course was reserved for other departments or for Native Administrations. Elementary courses will be held at Regional Treasury headquarters in future and, commencing in March, 1948, advanced courses will be held at headquarters, Lagos. The object of the advanced courses is to raise the general standard of efficiency and, secondly, to provide a qualification which, although in itself not establishing a claim to advancement, will assist when the claims of officers for promotion to the Senior Service are considered.

The staff position in the Junior Service below the grade of Accounting Assistant, Grade II, is still unsatisfactory. This is due to the abnormally high percentage of officers with less than six years service and the resulting difficulty in filling the gaps in the grades of First and Second Class Clerk caused by normal wastage. This position will correct itself in due course, but it is necessary in the meantime to call upon junior staff to carry out duties for which they are not yet fully qualified by knowledge or experience.

Recruitment for the Senior Service is more satisfactory than it was a year ago, and it seems probable that Staff Indents will be completed by March this year. This is a matter of satisfaction as, consequent upon staff requirements for the Regional Treasuries and the necessity for seconding officers to other departments, it was feared until recently that shortage of staff might prejudice the re-organisation programme.

It is with pleasure that I record the proportion of Africans in relation to the establishment of Senior Accountants and Accountants in the Treasury is at present approximately 25 per cent. This policy will be continued subject to the proviso that all officers whether European or African must prove themselves qualified in every respect to hold such appointments. I wish to emphasize yet again that merit is, and will remain, the governing factor.

Currency stocks at the beginning of the groundnut and cocoa seasons totalled nearly £7,000,000. This figure, while falling short by approximately £800,000 of the reserve of one-third of the stabilised level of currency circulation, showed a very marked improvement on the position at the same time last year when stocks totalled only £3,000,000.

Currency in circulation in Nigeria on the 30th September, 1947, totalled approximately £23,500,000 compared with £18,500,000 on the corresponding date in the previous year, and £6,000,000 in 1939.

The proportion of notes in circulation continues to increase. This trend is particularly noticeable in the Western Provinces, but there are signs, slight at present but nevertheless welcome, that they are becoming more

acceptable in other parts of the country. The proportions of notes, alloy and nickel in circulation are now 22.9 per cent, 67.5 per cent and 9.6 per cent respectively compared with 4.3 per cent, 80.8 per cent and 14.9 per cent in 1939.

Progress was made during the year in the statistics sub-section of the Treasury notably in the preparation of statistics relating to revenue and expenditure. As a result of this the Accountant-General is now in a position to furnish Government with an approximate statement of revenue and expenditure for each month and an approximation of the surplus and deficit account within three weeks of the close of each month.

Progress was also made in the compilation of currency statistics. These provide up-to-date information concerning currency stocks and circulation with particular regard to the effect on the currency position of purchases of primary products during the produce seasons. This branch of the Treasury is being developed with a view to widening the scope and accuracy of the forecasts and to building up statistics covering previous years.

The Lagos and Colony Treasury is accommodated at present at Treasury headquarters. This most unsatisfactory arrangement has existed for many years owing to the shortage of accommodation elsewhere, but a building has been allocated for occupation in 1949, and this will obviate the inconvenience which the present arrangement causes the public.

Ultimately, every transaction of each department is reflected in the accounts maintained by the Treasury. Owing to the general expansion in Government services there has been a marked all-round increase in the normal duties and responsibilities of the Treasury during the year. This is reflected by the increase of 13 per cent in the total of receipts, payment and journal vouchers (excluding supporting documents) over the previous year. In addition, many special duties, such as the 1946 Salaries Revision and the re-assessment of pensions under that revision, have devolved upon the department.

#### Audit

The year 1947 proved to be one of continuous expansion in Audit activities both as regards the audit of Native Authority accounts and Government accounts. The programme of work has increased each year and will undoubtedly continue to increase further as development continues. The available staff has however remained substantially the same over the last twenty years.

Branch offices were opened at Kano and Enugu. A continuous audit of the Kano Native Authority accounts was maintained and a beginning made in the audit of the Native Authority accounts in the Eastern Region.

It was not found possible to open the branch office at Ibadan during the year, but temporary arrangements were made whereby for the first time Native Authority accounts in the Western Region were audited by this Department. It is expected however that the Ibadan office will be in operation in May, 1948.

The audit of Government accounts is reasonably up to date. Although outstation inspections in the Western Region are somewhat in arrears it is hoped in 1948 to rectify this position.

No sooner had the staff position shown signs of righting itself when the unavoidable transfer of some senior officers to other colonies caused several further vacancies which although they will be filled in due course, have caused a shortage of staff which has severely handicapped the department.

The considerable arrears in the audit of Native Authority accounts in the Northern Region have not been made good during the year, but steps have now been taken which it is expected will materially improve the position and enable these accounts in the course of the next two years to be brought up to date.

#### **Statistics**

The Department of Statistics figured in the Estimates of Nigeria for the first time in 1947-48. Starting a new department under the present circumstances of shortages in every direction is a serious undertaking but, despite the difficulties, such a department was so badly needed in Nigeria that it was felt that an attempt should be made to overcome them.

The Department was provided with temporary offices at Apapa in the middle of October and was thus enabled to recruit a nucleus staff to begin active work. It will move shortly to larger temporary offices at Ikoyi. Statistical machinery and equipment is beginning to arrive and operators are being trained to utilise it.

The Department has assumed responsibility for the annual Blue Book and other annual and periodic statistical reports to the Colonial Office and international bodies. Shortly, the publication of the monthly Nigeria Trade Summary will be transferred to the Department. It has taken over the statistical work of the Customs and Excise and Inland Revenue Departments and plans to assist other departments similarly in the future. In association with the departments of Labour and Agriculture, it has commenced the collection of retail prices of foodstuffs in the markets throughout the country. This is part of a much wider long-term research project which will include the calculation of retail and wholesale price indices, cost-of-living and minimum standard of life indices and the collection of family budgets, the estimation of retail and wholesale margins and costs, and the study of internal trade routing and marketing.

The acting Government Statistician is greatly hampered by a lack of qualified and experienced assistants. Unfortunately, there is a world-wide shortage of fully qualified and experienced statisticians and economists and they are unobtainable in Nigeria. Active steps are being taken to recruit expatriate officers whilst at the same time every effort is being made within the Department to train partially qualified Nigerians and to provide them with a wide range of experience.

#### **Conclusion**

I can do no better than repeat the tribute paid last year by Lord Milverton to the members of all branches of the Government Service. Both in my daily work and on my travels in the Provinces I have been greatly impressed by the zeal displayed by officers with whom I have come into contact, and above all by their faith in the future of this country.

G. BERESFORD STOOKE,  
*Officer Administering the Government*

Kaduna, 2nd March, 1948