



The Colonial Empire

Statement relating to the
Period 1st April, 1938, to
31st March, 1939, to
accompany the Estimates for
Colonial and Middle Eastern
Services, 1939

*Presented by the Secretary of State for the Colonies
to Parliament by Command of His Majesty
May, 1939*

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FOREWORD.

This review of the progress of our dependencies continues the story told by Lord Harlech in the paper which was presented to Parliament last year. That statement, the preparation of which had been suggested by several members of the House of Commons, was an experiment; but I believe that it was of real help to Members of Parliament in considering the Estimates for the Colonial and Middle Eastern Services. I have therefore prepared another such volume in the hope that it may again be found of value even though, with so great a subject and so little space, much has necessarily been omitted.

M. M.

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CHAPTER I.

GENERAL REVIEW.

“The experiment of keeping colonies and governing them well, ought, at least, to have a trial.” We celebrate this year the centenary of Lord Durham’s Report and of that famous sentence. In the year under review, from April, 1938, to March, 1939, we have done our best to govern the territories for which we are responsible well. It is true that there have been most serious disturbances in Palestine, and local trouble in several of the West Indian Colonies; but if all the populations of all the territories in which disturbances have occurred are added together, they amount to some 3,000,000, and the other Colonial dependencies, in which public security has been undisturbed, embrace a total population of about 56,000,000 souls. In contrast with the disturbances which have taken place in so many parts of the world, the history of the Colonial dependencies, as of the whole British Empire, has in the main been one of constructive peaceful development. Indeed, in several instances, the security and peacefulness of the British Colonies have attracted great numbers of refugees from neighbouring countries harassed by war or disturbances.

The following list sets out the names and populations of the Colonies, Protectorates and Mandated Territories to which this paper refers:—

WEST AFRICA—							<i>Population.</i>
Nigeria	...	...	...	...	...	...	20,200,000
Gold Coast	...	...	...	...	...	...	3,610,000
Sierra Leone	...	...	...	...	...	...	1,920,000
Gambia	...	...	...	...	...	...	190,000
EAST AND CENTRAL AFRICA—							
British Somaliland	...	...	...	...	...	...	350,000
Kenya	...	...	...	...	...	...	3,260,000
Uganda	...	...	...	...	...	...	3,690,000
Zanzibar	...	...	...	...	...	...	240,000
Tanganyika Territory	...	...	...	...	...	...	5,190,000
Nyasaland	...	...	...	...	...	...	1,620,000
Northern Rhodesia	...	...	...	...	...	...	1,380,000
EASTERN—							
Ceylon	...	...	...	...	...	...	5,680,000
Malaya	...	...	...	...	...	...	4,790,000
North Borneo	...	...	...	...	...	...	770,000
Hong Kong	...	...	...	...	...	...	990,000
Aden Colony and Protectorate	...	...	...	...	...	...	650,000

General Review.

MEDITERRANEAN—							<i>Population.</i>
Palestine	...	...	...	...	...	...	1,300,000
Malta	...	...	...	...	...	...	260,000
Cyprus	...	...	...	...	...	...	370,000
Gibraltar	...	...	...	...	...	...	19,000
WEST INDIES GROUP—							
Bermuda	...	...	...	...	...	...	30,000
Bahamas	...	...	...	...	...	...	66,000
Barbados	...	...	...	...	...	...	190,000
Leeward Islands	...	...	...	...	...	...	140,000
Windward Islands	...	...	...	...	...	...	210,000
Trinidad	...	...	...	...	...	...	450,000
British Guiana	...	...	...	...	...	...	330,000
Jamaica	...	...	...	...	...	...	1,150,000
British Honduras	...	...	...	...	...	...	56,000
ATLANTIC, INDIAN AND PACIFIC OCEANS—							
Fiji and Western Pacific Islands	...	...	...	...	...	...	400,000
Mauritius	...	...	...	...	...	...	400,000
Seychelles	...	...	...	...	...	...	30,000
St. Helena and Ascension	...	...	...	...	...	...	4,500
Falkland Islands and dependencies	...	...	...	...	...	...	2,400

Colonial affairs have loomed large in the public interest. One of the reasons for this has been the developments in the international situation, and the prominence which was given in the Press to that aspect of Colonial questions had an unsettling effect in many parts of Africa. Largely attended meetings were held both in East and West Africa to protest against any transfer of territory to Germany, and many representations were made to His Majesty's Government on the subject. Statements made in the House of Commons on behalf of His Majesty's Government on the 14th November, and repeated on the 16th November, made it clear that they were not contemplating the transfer of any territories under British administration. On the 7th of December, I made a further statement in the course of the debate on Colonial policy. Referring to misgivings as to the future of certain African territories I said: "In order to remove them I do not need to express opinions; I do not need to marshal arguments; I only have to state a simple fact. I do not believe that there is to-day any section of opinion in this country that is disposed to hand over to any other country the care of any of the territories or peoples for whose government we are responsible, either as a Colonial or as a mandatory power. That view has been expressed this afternoon in every part of the House, and it is a view which is shared by His Majesty's Government. We are not discussing this matter; we are not considering it; it is not now an issue in practical politics."

I am glad to say, however, that the public interest in the dependencies has not been confined to the subject of keeping them. Many questions have been asked in Parliament on such matters as labour conditions and educational problems. The more serious newspapers have paid considerable attention to the trade union movement in the Colonies and to anything that could indicate how social conditions were being improved. It is important that the people of this democratic country, who are ultimately responsible for the good government of our vast Colonial Empire, should be informed about and acquire an increasing understanding of general Colonial problems.

The growing public interest in the welfare of the Colonies has expressed itself in the activities of a number of learned societies and charitable associations. The work of the British Empire Leprosy Relief Association and of the Wellcome Research Institute have been of great value, and I must also mention the active interest in the mui tsai problem which has been maintained by the Anti-Slavery and Aborigines Protection Society. Among the learned societies I may mention that the Royal African Society began during the year to publish supplements to its Journal containing papers by leading authorities on matters of outstanding interest to the African territories. The social work of the League of Nations and the activities of the International Labour Organisation have also played their part in directing public attention to Colonial problems.

The British Council has continued to contribute generously to the welfare of the Colonial dependencies. As in the previous year, the Council granted five scholarships to enable teachers of English in schools in the Colonies to come to this country for a year's study. The grants made by the British Council for Colonial purposes during the year amount to £19,423 in all; this includes a grant for the running of the British Institute at Malta, a large grant to the English School at Nicosia, Cyprus, and a contribution towards the purchase of land for the Bishop's School at Amman in Trans-Jordan. In Palestine the Council provided the money to buy a playground and other amenities for St. Luke's School at Haifa, and there is also a recurrent grant of £600 for two bursaries for students from the government Arab school in Palestine.

Although the cost of defence and of the Palestine disturbances bulks large, the Estimates for Colonial and Middle Eastern Services show that considerable contributions are being made by His Majesty's Government towards purposes serving the social and economic welfare of the dependencies. In order to illustrate this aspect of the estimates, they may be summarized under headings different from those used in the civil estimates prints.

General Review.

COLONIAL AND MIDDLE EASTERN SERVICES ESTIMATES.

	1938/39.	1939/40.
	£	£
Grants in aid of local revenues	799,809	1,034,059
Aden, expenditure by His Majesty's Government	83,492	107,668
Assistance to institutions and enterprises promoting social and economic welfare	88,850	82,750
Makerere College endowment	10	100,000
	(token)	
Defence	2,001,700	2,018,000
Palestine disturbances	1,887,000	1,000,000
Other purposes	85,334	60,755
	<hr/>	<hr/>
Gross total	£4,946,195	£4,403,232

His Majesty's Government also contributed through the Colonial Development Fund the sum of £734,571 during the year towards projects for the economic development and health of the Colonial dependencies. Modern conditions have rendered more necessary and more possible the exchange of mutual help between the mother country and the Colonial dependencies, and the figures which I have just quoted represent one aspect of the financial expression of this fact; the other aspect, that of the help which the Colonies give to the mother country, is particularly illustrated in chapter VIII of this paper, which concerns defence.

An outstanding event of the year was the visit of His Royal Highness the Duke of Gloucester to cut the first turf in the foundation of the new college buildings at Makerere in Uganda on the 3rd November. I would invite special attention in the figures quoted above to His Majesty's Government's proposed contribution of £100,000 towards the endowment fund of the new College. I look forward confidently to seeing the College grow into an institution of University rank, in which all that is best in the native culture of East Africa may find scope for development in harmony with modern conditions and under the guidance and inspiration of British ideals.

In some parts of our Colonial Empire it may be said that, in spite of the peaceful conditions which have resulted from British rule, the populations still live under primitive conditions and suffer seriously from preventable disease. Even such economic basis as exists for the improvement of conditions has been affected by the low prices of the principal Colonial commodities, but fortunately the prudent surpluses which had been accumulated in previous years were sufficient in many cases to enable Colonial Governments to withstand the strain of a sudden fall in revenue. Where the reserves have not been adequate, the Imperial Government has given a grant-in-aid,

and there has been no harmful retrenchment of the social services. In many dependencies it has been a year of planning for the future development of those services. As a nation we are sometimes criticised and sometimes congratulated because we seldom allow ourselves to be hindered by the strait-waistcoat of long-range plans; but many Colonial Governments have to meet recognized needs in their social and development services and are able to set on foot co-ordinated schemes for expanding those services for several years ahead without committing themselves to a particular general conception regarding the evolution of the populations for whom they are the trustees.

A major tendency in all the dependencies has been the greatly increased concern for the welfare of the people. Labour in the Colonial Empire is becoming more articulate. The year under review has seen a great many new laws on labour questions, the further establishment of labour departments, and numerous advances towards the provision of improved housing, feeding and other conditions for persons employed on agricultural estates, in mines and in industry. In the past year many Governments have, as a matter of policy, increased those services which are directed specifically towards the welfare of women and the education of girls. While hospital work retains its efficiency, a new technique of health work has been greatly extended. It consists of sending a team of qualified workers into an unhealthy area with the purpose of cleaning it up and leaving it in a condition in which the general health of the population can be maintained at a high level. Side by side with these curative and preventive health methods goes the indispensable work on the problems of nutrition. An important measure of constitutional development was introduced in Malta by the provision of a Legislature which is to include elected members.

On the political side, a feature of the year has been the consolidation of native administrations in Africa and the extended application of the policy of indirect rule in Africa. Under this policy the local government of the people is entrusted to their own traditional chiefs and councils, under the guidance of British officers. The endeavour to make those indigenous authorities into effective agencies of modern Government must be regarded as a great experiment; the year under review affords encouragement for continuing that experiment in high hope of success.

I need not dwell on the importance which questions of defence have assumed during the year. We do not maintain large native armies in our dependencies, but we have taken steps to ensure that no one may attack them with impunity.

CHAPTER II.

THE ORGANIZATION OF GOVERNMENT.**(a) THE COLONIAL OFFICE AND ADVISORY BODIES.**

The increasing work of the Colonial Office is reflected in the number of communications which are being received and sent. They amounted to 389,924 in 1938, and this represented an increase of 4.26 per cent. over the previous year and of 30 per cent. over 1934, in spite of the transfer to the Crown Agents for the Colonies of routine work relating to Colonial officials on the 1st July, 1938.

Much of the additional work is due to increasing activity in the sphere of welfare, and in pursuance of the policy of emphasizing the social responsibilities of Colonial Governments. I set up a new Social Services Department on the 1st April, 1939. Associated with this new activity is the appointment of Major G. St. J. Orde Browne, who took up his duties as my Labour Adviser on the 30th May, 1938.

An important change has taken place in the organization of the Advisory Committee on Education in the Colonies. Before 1939, unofficial members were appointed to the Committee for one year at a time, and these appointments were almost invariably renewed from year to year. From January, 1939, however, unofficial members are being appointed for a three-year term, after which, automatically retiring, they become ineligible for re-appointment until the lapse of one year.* In due course, one-third of the unofficial members will retire automatically at the end of each year, and at the beginning of each year one-third of the members will be newly appointed. In this way, fresh minds should always be available without any break in the continuity of the Committee's advice

Two Royal Commissions visited the Colonies during the year. The Rhodesia-Nyasaland Royal Commission, under the chairmanship of Viscount Bledisloe, presented its report in March. The West India Royal Commission, with Lord Moyne as chairman, has recently returned from its tour. I look forward to valuable developments affecting the political, social and economic life of the territories in question as a result of the work of these Royal Commissions. The Palestine Partition Commission also presented its report during the year, and had a considerable influence on policy regarding Palestine.

* The provision regarding ineligibility for one year does not apply to the two Board of Education representatives, nor to the two representatives of mission interests, nor to the Sudan government observer.

7
Colonial Office: Colonial Service.

I inherited from my predecessors the tradition of trusting the man on the spot, of leaving local legislatures to make their own laws, and of encouraging each dependency to work out its own individual development within the Empire. There was a time when Whitehall's non-interference was due largely to the Colonies being out of sight and even out of mind. That time is past. To-day, if His Majesty's Government is to continue to trust its distant representatives, as we do and shall, it must be on the basis, not of lack of contact, but of co-operation, common objectives, and awareness of each others' problems. Lord Hailey in his historic "African Survey" has emphasized the need for co-ordination; and many instances of new moves in that direction are on record in this paper. I place special value on the exchange of visits between the Colonial Office and Colonial Governments. During the year under review my Agricultural Adviser has visited Malaya, Java, Ceylon, and, in company with an officer of the department, St. Helena. His assistant has been to Uganda. The Chief Medical Adviser has completed a tour of East and Central Africa, and the Labour Adviser has travelled through the West Indies. The heads of the departments dealing with the West Indies and the Eastern Dependencies have both been on tour. The three Commissions, to which I have referred above, were all accompanied by secretaries drawn from the staff of the Colonial Office. The arrangements for the secondment of younger men, both from the Colonial Office to Colonial Administrations and vice versa, have continued, and for those from the dependencies who come home for a term a new arrangement has been made whereby some of them may study for a year at the Imperial Defence College.

The Defence Section of the Colonial Office has been strengthened by additions to the civilian staff, and the Inspector-General and the Staff Officers, African Colonial Forces, have been attached to this section instead of to the Tropical African Division.

The bar to the admission of women to the administrative staff of the Colonial Office has been lifted.

(b) THE COLONIAL SERVICE.

(i) *The Policy of Unification.*

In the widest sense the Colonial Service includes all servants of Colonial Governments. In 1929 their total number was estimated at 220,000. To-day it can hardly be less than a quarter of a million. The Service, moreover, presents a picture of extraordinary diversity ranging as it does from Colonial secretaries and heads of government departments to subordinate clerks and labourers.

Colonial Service: unification.

No less diverse are the sources from which this great army is recruited. The majority are inhabitants of the territories in which they serve and are thus fully representative of the great family of races which makes up the population of the Colonial Empire. Intermingled with the locally recruited staff is a small but important minority of civil servants who are drawn from the United Kingdom and the Dominions.

Prominent among the questions to which the organization of the Service has given rise in recent years is that of reconciling two conceptions that might appear to be divergent: the idea of the Colonies as separate political units, each with its own public service organized according to its particular needs, and based on the principle of encouraging the people to take a full part in the government of their own country; and the idea of a single Colonial Service, at the disposal of the Colonial Empire as a whole, organized and centrally directed with a view to securing the maximum effectiveness in the use of the available man-power.

Broadly speaking it may be said that while Colonial Governments are primarily concerned with the recruitment and terms of employment of local staffs, the Secretary of State has a special function *vis-a-vis* those officers who are recruited from overseas. It would clearly be wrong, however, to divide the Service into two branches distinguished only by the source of recruitment. The fundamental basis of the organization of the Colonial Service rests on the distinction between those who are qualified and liable to be considered for inter-colonial transfer and those who are not. It is this distinction which underlies a further development of the policy of unification to which my predecessor referred in the statement which accompanied last year's Estimates for Colonial and Middle Eastern Services. When that policy was first formulated it was based on the conception that officers who were ordinarily resident in the dependency in which they were employed would be regarded (if suitably qualified) as members of the unified services, but would not be liable to transfer. Further consideration has, however, made it clear that such a conception would in time change the character of the unified services and destroy their value as instruments of the purpose which they were intended to serve. That purpose may be described as the creation of a highly qualified staff and the use of that staff in the best interests of the Colonial Empire as a whole. It is the essence of the system that individual members of each unified service should be freely transferable from one dependency to another in order that their qualifications may be placed at the disposal of the dependencies which most need them. It would therefore be inappropriate to regard as members of the

Recruitment and training.

unified services locally recruited officers who do not wish to be transferred to another dependency, away from the place where they have their homes. It must, however, be emphasized that, for the purpose of advancement within the Colony concerned, there must be no distinction between those who are members of unified services and those who are not. Membership of those services, with the corresponding liability to transfer, is neither to be forced on local recruits who do not seek it, nor denied to those who, being duly qualified, wish to avail themselves of the wider opportunities which it offers.

As an example of the progress made towards the realization of the policy of unification it may be noted that the Colonial Education Service was established in the course of the year under review.

(ii) Recruitment and Training.

Last year my predecessor was able to record that, while the rate of recruitment for the Colonial Service had fallen sharply at the time of the general economic depression, there had been a gradual but steady recovery in this respect. This recovery has been maintained, and the number of candidates selected for the Service in 1938 (excluding officers engaged for such technical and other appointments as were filled by the Crown Agents for the Colonies) was 321, over four times as large as the number selected in 1932, the year when recruitment was most seriously affected by the depression.

A recent appointment of note was that of the Master of Marlborough to be Principal of Makerere College, Uganda, to which I shall refer in the chapter dealing with Education.

Mention was made last year of the arrangements whereby the great majority of officers selected for first appointment as members of a unified service are required to undertake special training, and of the facilities for "refresher" courses which officers already in the service may take while on leave in this country. This system of study leave has been fully maintained during the year under review, and arrangements have been made for a number of officers to take special courses of study, including those in air raid precautions.

Another successful Summer School on Colonial Administration was held at Oxford in 1938. A large number of officers of the Colonial Service again took advantage of the facilities which the University had put at their disposal. Colonial Governments fully appreciate the advantages to be gained by the attendance of their officers at these courses and they willingly accord facilities for those who wish to be present.

CHAPTER III.

RESEARCH.*(a)* " AN AFRICAN SURVEY."

In Africa, more than elsewhere in an age of scientific development, primitive conditions persist. There we have, in some parts, an unobstructed field for applying modern discoveries with the wisdom which ought to follow our experience of their results. Where in Africa we build factories, we ought to avoid slums; if we sink mines, we should eliminate silicosis; ploughs ought to be introduced without erosion, and new schools should be capable of establishment without the risk of mis-forming the children's minds. But these precautions cannot be taken without the fullest knowledge, and they demand a great research organisation of the highest order, both in Africa and in the United Kingdom. Nor do the non-African dependencies stand less in need of research. Indeed their problems, by the very reason of their more advanced development, are often more serious than those of primitive countries.

The year will be memorable for the publication of Lord Hailey's " African Survey." In that volume we have a statement of the existing condition of knowledge with regard to the main problems of Africa: we have many valuable pointers towards the directions which research should follow: and we have an impressive case for the establishment of a central organization, generously provided with funds, to stimulate and co-ordinate research in the dependencies. Upon the publication of the " African Survey " I took steps to insure that it should receive the attention it deserved, both in the dependencies and in London, and I am glad to say that good progress has already been made with regard to a number of Lord Hailey's suggestions. We owe a great debt to Lord Hailey, to the team of workers who helped him, and to the Carnegie Corporation for providing the necessary funds. The Carnegie Corporation has made many other generous grants towards enterprises for the advantage of the Colonies; these grants are deeply appreciated.

The " African Survey " emphasizes the need, which has long been felt without being met, for extending investigations into sociological questions. Research is not just a test-tube matter; it must concern itself with human happiness. I hope that the establishment of the Social Services Department in the Colonial Office may have useful results in this field. Among other developments during the year, I may mention that arrangements have been made for my Department to be represented on the Committee of Applied Anthropology of the Royal Anthropological Institute, and that a member of the Colonial Office

Plant and animal research.

staff has, through the generosity of the Commonwealth Fund, been able to undertake in the United States a study of sociological methods among American negroes.

The study of African languages is another field of work in which Lord Hailey sees the need for much greater activity. I am glad to say that during the year under review the Governments of a number of the Eastern and African dependencies subscribed, for the first time except in the case of Hong Kong, to support the School of Oriental and African Studies in London. Members of the staff of the School have given valuable advice during the year to the Colonial Office and to Colonial Governments.

(b) PLANT AND ANIMAL RESEARCH.

Investigation and research form an important part of the work of Colonial Departments of Agriculture and Veterinary Services. They are co-ordinated by the Colonial Advisory Council of Agriculture and Animal Health and the majority of the officers now selected for the agricultural and veterinary services are trained in methods of research under the scholarship schemes. An increasing number of institutes and organizations devoted to the study of the problems of particular crops are being developed.

Considerable progress was made during the year with the organization of the British Rubber Producers' Research Association which will carry out consumption research for the industry, and a site for its laboratories has been acquired. It is supported by funds payable by the rubber industries in the British Empire under the International Rubber Regulation Scheme and works in close collaboration with similar organizations in Holland, the Netherland Indies and France. The appointment of a Director and technical staff was completed in 1938 and work has been started at various university centres pending the erection and equipment of the Association's own laboratories. Close contact is being maintained with the British Rubber Manufacturers' Research Association and with the producers' research institutes in Malaya and Ceylon.

In various fields of research efforts at co-ordination have made progress during the year. There have been a number of interchange visits between workers in the tea and rubber organizations in the Far East and the Director of the British Rubber Producers' Research Association paid a visit to the United States of America and to the Far East. An officer of the Nigerian Department of Agriculture has visited the Belgian Congo in connection with oil-palm problems, and Colonial officers have during the year visited the United States of America in connection with soil conservation and cotton breeding. The

Plant research.

West African Agricultural Conference which met during the year recommended that research on three of the leading products of West Africa should be centralized in different colonies, namely: research on oil palms in Nigeria, research on cacao in the Gold Coast and research on rice in Sierra Leone. Progress has been made in the proposals for the centralization of veterinary research for the East African territories at Kabete in Kenya.

The threat of the witchbroom disease to the cacao industry of Trinidad emphasized the necessity for evolving resistant types, and a visit was paid by the Cacao Agronomist in Trinidad to South America where indigenous varieties of cacao occur, with the object of seeking resistant strains of cacao. The expedition met with considerable success; it was established that witchbroom disease is endemic throughout large sections of this region, a fact unknown before, and that a number of types of cacao exist which show resistance to it. In the upper reaches of the Amazon river cacaos were found which it is hoped may be immune. Collections of seed of useful types were sent by airmail to the West Indies. Satisfactory germination of the seed was secured and it is hoped that from the plants raised commercially desirable types may be evolved with resistance or immunity to the witchbroom disease.

Investigations of the yields of cacao in Trinidad have established that many of the trees are of poor yielding types. It has also been established that many of the existing trees are self-incompatible and require to be cross-pollinated. Selection work with a view to the evolution of self-compatible high-yielding strains has made progress and during the coming year material of this type will be distributed. Selection work with cacao has also been carried out in Nigeria and will form an important branch of the new cacao research station in the Gold Coast.

The development of the *cercospora* leaf disease of bananas in Jamaica combined with the spread of Panama disease has caused increased attention to be devoted to banana-breeding work in Jamaica and in Trinidad. It has been shown that varieties of banana can be produced by hybridization which are resistant to these diseases but so far the seedlings which have been raised, whilst possessing disease resistance, lack the desired commercial characteristics. Consequently banana-breeding work has been extended by securing a wider range of material for the breeding work from the Far East.

Further progress has been made with the evolution of high-yielding varieties of sugar-cane in Mauritius and in the West Indies. In Mauritius three varieties have been released for general cultivation which show promise of being an advance on anything at present cultivated.

Parasites and predators.

In connection with oil palms a considerable breeding programme is under contemplation in Nigeria; a site for the research station was selected during the year and work has begun.

The use of parasites and predators for the control of insect pests has received much prominence of recent years. Notable advances have occurred in connection with the importation of predators for the control of banana weevil in Jamaica from Fiji. Predators capable of controlling the mealy bug on coffee have been discovered to exist in Uganda and the Belgian Congo and are being introduced into Kenya. For the control of stem borers of sugar-cane in the West Indies satisfactory results have been obtained in some islands by means of certain tachnid and other flies which parasitize these insects. A scheme financed by a grant from the Colonial Development Fund was approved during the year for the transfer of certain species of these flies from the West Indies to Mauritius.

There has been some progress in the control by parasites of *phytalus smithii*, a white grub which attacks the roots of sugar-cane in Mauritius. Introductions have been made from the Far East and Madagascar and further introductions from South Africa were effected during the year. There appears to be hope that ultimately this work, combined with the breeding of resistant varieties, may succeed in controlling a pest which has cost the Colony very large sums of money. The giant toad, which is useful in the control of soil-inhabiting grubs, has been introduced into Barbados and Fiji and during the year was imported into Mauritius.

In the Seychelles the introduction of predators from the coastal regions of East Africa for the control of scale insects on coconuts appears to be achieving success. A number of insects were introduced two years ago. These are now reported to have established themselves and give signs of effecting the desired degree of control. The scheme is financed by a grant from the Colonial Development Fund.

Notable additions to knowledge have been made in the life history of the pink boll worm of cotton in the West Indies and in Uganda. Considerable attention has been paid to the oidium disease of rubber in Ceylon and to a lesser extent in Malaya, with the result that the conditions favouring a spread of this disease have been defined. A scheme was brought into being during the year for intensive research on the sudden death disease of cloves in Zanzibar with the aid of a grant from the Colonial Development Fund.

In Jamaica the Government Entomologist has during the past year devised simple methods of protecting buildings against termite attack. He is collaborating with the Public Works

Soil and animal research.

Department with the object of ensuring that when public buildings are erected adequate protection against these pests shall be provided; it is hoped that the example set by this Colony will in due time be followed in other dependencies.

The Soil Chemist attached to Amani paid a visit to Trinidad and to the United States with the assistance of a grant from the Carnegie Trustees, and progress was made with the soil survey of the African dependencies which is being carried out under the general direction of the Amani Institute. It has become increasingly clear that the phosphatic content of tropical soils is a dominating factor and that on the maintenance of the supply of phosphoric acid soil fertility is to a considerable extent dependent. Further confirmation has been obtained of the important part played by organic matter in the soil in tropical countries. The exact nature of the functions of organic matter is still in some doubt but it is established that unless the supply of organic matter is maintained soils rapidly lose fertility, while in the tropics the decay of organic matter is much more rapid than under temperate conditions. Increasing interest is therefore being taken throughout the Colonial Empire in developing animal husbandry as an integral part of the agricultural systems, especially in connection with mixed farming. The value of green manures, composts, mulches and alternate husbandry is being determined and improved and more stable systems of agriculture are gradually being evolved.

The development of animal husbandry and the use of animals for the maintenance of soil fertility by means of mixed farming can only be achieved satisfactorily when the major animal diseases have been overcome. Research into veterinary problems has therefore been undertaken as far as circumstances permit. There has been research work in connection with bovine pleuro-pneumonia in Northern Rhodesia and Kenya. In the former dependency the work is financed by a grant from the Colonial Development Fund: results have been so satisfactory that a considerable extension has been given to their application on a large scale in Barotseland and it is hoped that it may be possible permanently to improve a situation which has been a matter of concern to the administration for many years and to enable the stock in Barotseland to be used for supplies of meat to the mining areas in the territory.

There has been appreciable extension of work on the artificial insemination of livestock, particularly of cattle, in Kenya. If the present favourable results continue to be recorded it should be possible greatly to facilitate the improvement of livestock in Colonial dependencies where the cost and risk of introducing stud animals is considerable. In Kenya promising results have

Health research.

been obtained in attempts to produce a satisfactory serum for protective inoculation against rinderpest by passing the virus of the disease through goats.

(c) HEALTH RESEARCH.

The Medical Research Council has continued to promote research in tropical medicine by the award of Junior Fellowships for the training of suitable men, and of Senior Fellowships for sending qualified men to the tropics to investigate problems requiring specialised methods of study. In addition to these awards, grants are being made by the Council to assist laboratory investigations, both at home and abroad, into questions bearing on the prevention and treatment of tropical disease, and for research work directed towards the discovery of new chemical compounds useful in the treatment of infections common in tropical countries.

Investigations carried out at Kahama, in Tanganyika Territory, included a study of the penetration of arsenical compounds into the cerebro-spinal fluid in the treatment of sleeping sickness, and work on the concentration of Bayer 205 in the blood following its administration, on the arsenic resistant and serum resistant strains of trypanosomes, on relapsing fever and on filariasis. Work on the pathology and treatment of yaws has been in progress in Uganda. A research worker of the London School of Hygiene and Tropical Medicine concluded his research in East Africa into schistosomiasis and his report is awaited with interest.

The study of the virus of yellow fever has been continued by members of the Wellcome Research Institute. The new strain of tissue culture virus used for the making of vaccine has proved to be satisfactory, and no cases of post-inoculation jaundice have occurred since it came into use.

The work of the Sir Alfred Jones Research Laboratory at Freetown, Sierra Leone, included a survey of the mosquitoes of the Protectorate and the examination of the sera of more than 500 wild rats in connection with the study of typhus fevers.

For the past nine years research on trypanosomiasis has been carried out in Tanganyika Territory with the assistance of a grant from the Colonial Development Fund. Amongst other results it has been shown that *trypanosoma rhodesiense* from a human case of sleeping sickness has been maintained and has retained its infectivity for man by cyclical transmission through sheep and antelopes by means of the tsetse fly *G. morsitans* for four years under what were essentially natural conditions.

Nutritional research.

In Malaya research into methods of treating leprosy was carried out. An investigation into the distribution and cause of filariasis was made during the year. Among other information obtained was the fact that a monkey from one of the affected areas was found infected with filaria, and several species of mosquito (*Mansonia*) were readily infected from this monkey. Work was continued on the investigation of synthetic drugs in the treatment of malaria, more especially on the properties and value of atebirin under different conditions and methods of employment.

The final report on the tuberculosis research in Tanganyika financed under the Colonial Development Fund was published. It has shown that the disease presents a serious problem, but it also furnishes valuable information as to the methods of transmission of the tubercle bacilli, and suggests measures which may be taken to reduce the incidence of tuberculosis.

A unit of the Medical Research Council has been appointed to undertake the scientific co-ordination of a series of field surveys, financed from the Colonial Development Fund, of diet in relation to health in the Colonial territories. The surveys are directed towards ascertaining the facts regarding diet, health and physique of the people concerned in order that there may be a surer basis of knowledge from which to derive conclusions on the subject. The first is being made in Nyasaland.

In Kenya research was chiefly directed towards nutritional problems and a feature of the year was the extent of the assistance provided to clinical medical officers who are working on similar problems in the African hospitals, and to a medical officer who was engaged upon an experiment in the feeding of milk to about 1,000 African schoolchildren in Nairobi. In Uganda investigations into the nutritional state of the people in the Teso district have continued and considerable time has been spent during the year in developing a health index based upon observable facts rather than upon clinical assessments of a nutritional state. The methods used in compiling the index were explained in a paper read at the joint meeting of the British Medical Association held in Nairobi in August last.

An experiment was arranged amongst labourers employed on the building of the new Kampala Railway Station. Two hundred Ruanda, a tribe the members of which are notorious for poor physique and inefficient work, were given a full diet which included meat and, in the case of certain of them, additional treatment such as prophylactic quinine, anti-helminthic treatment, cod liver oil, etc. The results showed that on a good diet these people become as efficient as the best labourers drawn from Uganda. The nutritional officer says "the results showed that the extra output paid for the extra diet several times over."

(d) "DISCOVERY" COMMITTEE.

The investigations undertaken by the "Discovery" Committee are primarily concerned with the biology of whales, and have been carried out in the Committee's Royal Research ships *Discovery II* and *William Scoresby*. The *William Scoresby* completed on 12th April, 1938, a seven months whale-marking cruise in the Antarctic. On this, the *William Scoresby's* seventh and last commission 789 whales were marked, bringing the total marked during the course of the investigations up to 5,210. Marks recovered from captured whales are returned to the Committee, and afford data for determining movements and migrations.

The more comprehensive scientific programme at sea is carried out in the R.R.S. *Discovery II* which is probably the best equipped vessel for oceanographic research in existence. The R.R.S. *Discovery II* which had left London on 8th October, 1937, completed a circumpolar cruise when she arrived at Cape Town on 4th May, 1938. After refitting the vessel began, on the 1st July, 1938, a series of cruises along the meridian of Greenwich to the ice edge, working on the meridian of 20° E. on her way back to South Africa. The purpose of these repeated cruises is to study the seasonal changes in the physical and chemical conditions of the water upon which all forms of marine life depend.

CHAPTER IV.

SOCIAL PROGRESS.*(a) HEALTH.**(i) Nutrition.*

As explained in the report presented last year, a Committee of the Economic Advisory Council has been appointed to consider the question of nutrition as it affects the Colonial Empire. I understand that the Committee's report, which will be issued shortly, will contain much new material and many practical suggestions.

Meanwhile, evidence continues to accumulate of the extent to which malnutrition is a factor in ill-health and inefficiency in many parts (though not all) of the Colonial Empire. My Chief Medical Adviser has recently returned from East Africa impressed with its importance in the territories that he visited. In rural areas the primary need is normally the growing of more and more varied food crops. There is, however, no one easy remedy. More food crops will not by themselves solve the whole problem. It is a question on the one hand of raising the general standard of life and on the other hand of removing ignorance and sometimes prejudice. It is a matter on which co-operation, under the aegis of the administration, is required between a number of departments, particularly the agricultural education and health departments. The importance of co-operative measures to improve nutrition is being increasingly reflected in Colonial policy, and in almost every territory work of some sort is going on. I have dealt with the research side in the preceding chapter. Considerable sums are being spent in supplying supplementary food to school children. Ceylon, for instance, spends a million rupees a year on this object. In several dependencies experiments were in progress concerning the provision of milk for schoolchildren. In many Colonies efforts are being made to introduce new food crops of high nutritive value, to develop animal husbandry, and to encourage home gardens. Welfare propaganda among the adult community is being carried out, and the number of maternity and infant welfare centres is being constantly increased, often with valuable assistance from private residents. Several dependencies have introduced measures to encourage the production of dairy products and to control milk supplies, and a number of new ration scales for labourers have been introduced. Nutrition committees were at work during the year in most Colonial dependencies.

(ii) *Health work in West Africa.*

Malaria presents one of the major public health problems in Nigeria, and in a territory so vast it is not at present possible, with the limited resources available, to carry out effective measures except around the more important towns. Health services are being steadily extended among rural communities, but in such areas curative rather than preventive measures have to be relied upon at the moment.

Yellow fever has not been so prevalent during the past year as it was in 1937. It is hoped that a rapid extension of facilities for inoculation against this disease among the non-immune rural population will bring about a marked decrease in the number of cases. Anti-mosquito measures are maintained in all the larger towns and villages and intensive measures applied at all ports, sea and air. Of the six main-line aerodromes, three have been declared "anti-amaryl."

The trypanosomiasis problem is of such magnitude that a special staff is maintained to deal with this disease. The unit has recently been enlarged, and the scope of its activities extended. The service is now organized in two sections, the Treatment Section being maintained at the expense of the Government of Nigeria and the Control Section from a grant received from the Colonial Development Fund. The Treatment Section comprises six teams of trained African staff working under a British non-commissioned officer of the R.A.M.C. These teams are grouped into three units, each under the direction of a European medical officer. On entering a new area a medical survey of the population is carried out, and all cases diagnosed as a result of this examination are subjected to a full course of treatment. Re-surveys are later organized, and the information gained has been most encouraging, indicating that in the main sleeping sickness belt the general infection rate is now only a quarter to an eighth of what it was in former years. During 1938, 361,000 people were examined and of these 21,037 were found to be infected, an average infection rate of 5.9 per cent. Of these 20,416 had received a full course of treatment at the end of the year. In addition to the work of the sleeping sickness teams operating in "virgin" territory, follow-up work has been carried out in 30 specially built dispensaries.

The sleeping sickness Control Section, brought up to full strength during the year, now consists of one entomologist and ten European control officers with a trained African staff. Their work lies in one of the most heavily infected areas in Nigeria, where some 70,000 people are being withdrawn from hamlets in "fly-infested" country and re-settled in an area of approximately 140 square miles which is being rendered "fly-free" as far as possible. The land has been surveyed to ensure

Health; Nigeria.

that adequate arable land is available. Water supply has been provided, and the new villages will be planned on hygienic lines. In addition to re-settlement work, the Control Section is responsible for the supervision of two large protective clearing campaigns, on completion of which it is anticipated that some 200,000 people will be protected against infection from sleeping sickness.

Several of the Northern Provinces in Nigeria suffered from an epidemic of cerebro-spinal meningitis. Primitive housing conditions foster the rapid spread of the disease and require extensive education propaganda. Special epidemic teams are being engaged and instructed to encourage the improvement of housing conditions and facilitate the early discovery of outbreaks.

Smallpox has been rife in Nigeria during 1938, but it is hoped that with the institution of intensive vaccination campaigns in every province of the country the incidence of this disease will show a rapid decline.

Nigeria, with a leper population estimated at 200,000 or more, has the largest and most difficult leprosy problem of any of the dependencies. The government policy of helping the native administrations to establish provincial leper settlements and to employ medical missions as their agents for the management of the settlements, has taken shape. Seventeen of the twenty-three provinces now have provincial settlements. A few small experimental schemes for leprosy control were started during the year and were financed from a government grant to the Nigeria branch of the British Empire Leprosy Relief Association.

Arising out of the discussion between the health authorities and plantation managers towards the end of 1936, considerable improvement in the general sanitation and housing of employees can be recorded on estates both in Nigeria and in the Cameroons under British mandate, in which most of the estates are situated.

The number of students receiving advanced medical training at Yaba is at present 29. The course of study has been lengthened and is now, as far as possible, modelled on the usual British course. The modern African hospital in Lagos provides facilities for clinical medicine, surgery and pathology, and the Massey Street maternity hospital and dispensary, for obstetrics. After passing the final examination, licentiates of the school serve as house officers in a government hospital for two years to the satisfaction of the Board of Medical Examiners before they are registered as medical practitioners in Nigeria.

The number of applications for assistance in organizing health weeks and for material with regard to health propaganda led

Health; Nigeria, Gold Coast.

to the establishment of a health propaganda unit. It is engaged in:—

- (1) making cinema films for health propaganda;
- (2) carrying out health propaganda and stimulating the interest of native administrations in sanitary improvements in towns;
- (3) giving lectures and practical demonstrations to education, medical and health staffs, on a simple system of school and domestic sanitation suitable to rural areas;
- (4) establishing rural health units;
- (5) making and supplying models of sanitary structures, cot beds and other simple sanitary appliances, health posters and leaflets to schools and bodies.

A large propaganda van and mobile cinema, constructed under the supervision of the health propaganda officer whilst on leave in England, has toured numerous parts of Nigeria with unqualified success. Six rural health units have come into existence and are going well. Before a rural health unit is formed, active interest must be shown by the community concerned. The committee of a rural health unit usually consists of an administrative officer as chairman, the medical officer and sanitary superintendent as advisers, representatives of the local native administration health staffs, school teachers, and influential townspeople, literate and illiterate of both sexes; the superintendents of education and agriculture co-operate.

The Gold Coast remained free from serious outbreaks of infectious diseases. An extensive survey was carried out of the water supplies in the hyper-endemic yellow fever area in the Eastern Province of the Colony. The mining companies advanced in most instances towards a more satisfactory sanitary standard, ensuring that where the labour force was greatly increased there was corresponding acceleration in the building programme for housing. Control is gradually being obtained in the important mining health areas; but, in several, unauthorized hovels rushed up before full control was obtained will take some years to clear away. The Mining Health Areas Regulations were amended to permit of the rapid zonal declaration of mining health areas as soon as any process of mining starts and before speculative builders commence operations.

Work continued throughout the year on a scheme for increasing the daily output of water available for Accra, and for the extension of the pipe-borne water supply to Elmina and Salt-pond, and the smaller towns en route.

The question of slum clearance in the older populous centres attracted attention, particularly in Accra and Sekondi. A committee has been appointed to inquire into the means of bringing

Health; Sierra Leone, Kenya.

into effect the provisions of a former report recommending the demolition and layout of the congested central Asere quarter of Accra, and the rehousing of the displaced population on a new site.

The scheme for providing highly trained midwives subsidised by Government for outlying districts continued, and four new areas were supplied during the year. The trypanosomiasis survey in the Northern Territories is proceeding satisfactorily.

In Sierra Leone the annual Health and Baby Week was held in Freetown and was awarded the Imperial Baby Week Challenge Shield. A successful feature of this year's programme was a physical training display organized by the Department of Education. The hospital continues to work at full pressure and the already large number of out-patient attendances is still increasing. During the year the old X-ray installation was replaced by a new one. The new maternity centre is nearing completion and should be ready by the middle of 1939. Four new health visitors have been appointed. A new senior medical officer and three new European sanitary superintendents have been posted to the Protectorate.

(iii) Health work in East and Central Africa.

There has been a large increase in the number of patients treated during the year in the hospitals of Kenya as compared with the preceding year, and, as has been usual for some years past, almost all African hospitals were overcrowded. There has been no high incidence of epidemic disease. One would like to think that the drop in the incidence of plague, which has continued over several years, is the result of village cleansing and the better storage of grain, but it is impossible to be sure. It seems to be beyond doubt that yaws will soon be a very rare disease in most areas.

There has been a great increase in maternity, child welfare and ante-natal work. Near Nairobi, there is a Government hospital with a maternity block with 18 beds. Over 600 maternity cases were attended to in this block during 1938. The figures are striking; they indicate the confidence of the African women in European medicine. The next step will be to train women to occupy posts of high responsibility as nurses; an event of the year may make this possible in the near future: the foundations of the African section of a large modern hospital were laid in Nairobi. This hospital should provide an admirable training ground for African girls as nurses.

There has been considerable improvement in native housing. There is a tendency to build houses of stone or burnt brick and to dig latrines and protect water supplies.

Health; Kenya, Uganda.

The outstanding event of the year has been the remarkable results which have been obtained by the use of a new drug—"M & B 693." By the courtesy of the makers, a generous supply of this drug was obtained for trial purposes in the treatment of pneumonia. The results were so satisfactory that the drug was brought into routine use. Towards the end of the year the drug "693" was used for the treatment of gonorrhoea. The results appear to have been dramatic. Among the Masai, gonorrhoea, on account of certain old tribal customs, is probably slowly leading to the extermination of the tribe on account of the sterility which is introduced, and this fact is appreciated by the people, who are willing to sell their superfluous cattle in order that the Government can purchase a supply of "693" for their use.

A complete dispensary scheme for the whole of Uganda is being evolved. It is designed to place medical aid within five miles of the majority of the people in the Protectorate. The aid posts will not be treatment centres only; their main aim will be to educate the people in health matters.

As usual in Uganda maternity and child welfare work has received a large share of the attention of the medical officers and sisters. Two new centres have been opened and many existing centres improved. A considerable increase in the number of maternity cases is recorded, and child welfare clinics are also better attended.

Four medical students completed their training at Makerere College this year and were granted the diploma of the Joint East African Examining Board in Medicine. During the year, a new departure was made by the appointment of one of the African medical officers as assistant to the surgical specialist. The experiment has been a great success, and it has been decided to appoint similar assistants to the physician and obstetrician as soon as suitable African medical assistants are available. The East African Examining Board of Sanitary Inspectors, which has been formed under the auspices of the Royal Sanitary Institute, held its first examination in December, 1938. Out of the twelve African candidates who sat ten passed. The nursing orderly class has followed the course approved in the preceding year: since the new scale of salaries was introduced, applications to join the class have been satisfactory. The system whereby African female nurses are trained by the Church Missionary Society at Namirembe has been extended to Nsambya. Those who have passed the examination from Namirembe have been reported on very favourably by the hospitals to which they have been sent.

Considerable advances have been made during the year in anti-malarial work in the Eastern Province stations. The

Health; Zanzibar, Tanganyika.

sewerage and stormwater drainage scheme for Kampala is well on its way to completion.

Though the more primitive Uganda peasants still adhere to the round mud and wattle hut, in the more sophisticated areas many have adopted the rectangular house with two, three, four or even more rooms, and in some cases tiled roofs, though more usually the roofing material is corrugated iron. In townships there has been a tendency to insist upon houses being constructed of permanent materials. A two-roomed house in brick or stone or cement blocks costs about £120, a sum which is beyond the pockets of the great majority of Africans in Uganda. Schemes are therefore under consideration whereby Government either builds houses for renting, or lends money to a building society of a co-operative character to erect houses in areas in townships zoned according to the type of building permitted.

In Zanzibar the provision of latrines was extended in 1938 and by the end of the year some 3,000 bore-hole latrines had been constructed in rural areas.

Dr. A. Mozley, who had been investigating the question of bilharzia disease in Zanzibar and Tanganyika Territory, brought his work to a close during the year, and on his advice the Zanzibar Government has taken steps to deal with the foci of infection of a group of villages.

Anti-malarial measures undertaken during this and previous years have succeeded in practically eliminating the breeding of anopheles mosquitoes in Zanzibar town. In Wete township in Pemba and to a less extent in Chake Chake, measures taken have resulted in a very considerable decrease in breeding areas.

Three years ago separate clinics were provided for women and children, under the charge of a woman doctor. The appointment of a second woman doctor during the year under review marked the determination of Government to extend this separate provision for women and children, and it is proposed to provide in the island of Pemba similar service to that obtainable in Zanzibar. The extension of these services to rural dispensaries by weekly visits by a nursing sister and monthly visits by the woman doctor has proved most popular.

In Tanganyika 161,978 cases of yaws and syphilis received treatment. An increase of human trypanosomiasis in the Western Province is attributed to infections acquired by natives leaving their homes for fishing and gathering honey in infected areas. The satisfactory downward trend of the incidence of this disease has thus received a check.

Progress has been made, according to plan, with the anti-malarial drainage work at Dar es Salaam, for which funds were provided from the Colonial Development Fund. Works on a small scale have been undertaken at Moshi, and in the vicinity of a group of estates in the Northern province.

Conditions among estate labourers on the Central Railway line have improved as a result of measures taken to ensure a higher standard of health in recruits. The provision of additional government dispensaries in the Lupa gold-mining area and the establishment of a citrus industry in the adjoining districts have contributed to the reduction of scurvy among the labourers in the goldfields.

The need for trained African women as nurses and midwives, so long impossible to meet because of the lack of literate pupils, shows some prospect of partial solution within the next ten years, with the eager demand for education of their daughters now being made by African parents.

The year 1938 in Northern Rhodesia showed no specially heavy mortality or disease incidence and there was no serious food shortage. The use of medical facilities by the African population continued to increase. Native cases of sleeping sickness still occur, but the disease does not appear to be a serious menace. Increasing knowledge and experience regarding schistosomiasis show that disease to be widespread and in certain places a high proportion of people is infected.

The systematic training of African medical personnel, started in 1936, was continued. During 1938 a refresher course was completed, and a new class entered the school. The first five rural dispensaries of the scheme partly financed by the Colonial Development Fund were equipped and staffed in January, 1939.

The epidemic in Nyasaland of cerebro-spinal meningitis reported last year continued into 1938, but by the end of the year fewer cases were appearing. The number of women attending for confinement at the Zomba native hospital shows that this unit is slowly gaining the confidence of the people. The number of people attending the child welfare unit also shows an increase. Government subsidized child welfare and maternity work at the Scotch Missions at Blantyre and Livingstonia, and it is intended to give a subsidy also to the Dutch Reformed Mission for work at Mlanda in the Ncheu district. All these mission units and certain others not subsidized conduct child welfare clinics.

(iv) *Health work in the Mediterranean Dependencies.*

The Spanish War was the main thing affecting the health of Gibraltar. Some of the results were overcrowding, a scarcity of fresh vegetables, less opportunity for getting off the Rock

Health; Malta, Cyprus.

and an increased incidence in typhoid fever. The number of cases of the latter, although only amounting to 28, was much in excess of the usual figure.

Compulsory pasteurisation of milk in Valletta: a hospital almoner service: and a new school of nursing: these have been among the signal achievements of the year in Malta.

The milk centre at Hamrun was opened in May and the distribution of pasteurized milk began. The milk, in quart, pint and half-pint bottles and in penny cartons, is distributed in electrically-driven vans. It is very popular, and only this milk or canned milk from abroad or milk produced under special licence will be permitted to be sold within Valletta. Furthermore, the entry of goats or other animals into this city will be prohibited. The extended use of pasteurised milk will be a useful measure in the control of undulant fever. The number of deaths recorded from this cause in 1938 was the lowest for the last ten years.

In connection with the institution of almoner assistance, the officer in charge of the service came to England for experience of the methods adopted in this country.

Eleven girls were sent to England, after passing an educational examination in Malta, for training as nurses: and a school for training nurses started work in Malta during the year, the course being modelled on the English syllabus.

Following a visit from Dr. E. Muir, Medical Secretary of the British Empire Leprosy Relief Association, a scheme for the better control of leprosy in these islands has been evolved. A commission from the British Social Hygiene Council, consisting of Dr. Laetitia Fairfield and Dr. T. Drummond Shiels, visited Malta and carried out a wide investigation into social hygiene.

In Cyprus an attempt on a large scale was made to reduce the incidence of malaria under the supervision of members of the Rockefeller Foundation. Cases were reduced from 18,273 in 1937 to 11,361 in 1938. Following Dr. Noel Bardswell's visit, interest in the control of tuberculosis has been well maintained. A tuberculosis officer has been appointed and been sent for special training to England. A fund initiated during the visit of the Princess Royal has been raised to be employed in combating trachoma and for other purposes. As an experiment two groups of villages are being dealt with intensively to get rid of prevalent disease and improve sanitation. Village wives are entertained at the demonstration centres and instructed in homecraft, infant welfare, simple nursing, home sanitation and personal hygiene, and the inhabitants appear to be enthusiastic.

Health; Palestine, Ceylon.

Despite the unrest, all government hospitals and clinics continued to be conducted throughout Palestine and were not molested. In the control of ophthalmic diseases a mobile unit worked in 12 villages. There was a decrease in the incidence both of typhoid fever and measles which were the diseases chiefly occurring during 1938. A large scale investigation of schistosomiasis infestation was continued by a special unit of the medical department. Much benefit resulted in the treatment of certain forms of venereal disease by drugs of the sulphanilamide group. A special feature of the campaign against these diseases was their control in women, which is carried out solely by lady medical officers. The new government hospital at Haifa of 220 beds was opened in October; its design and equipment are up to the standard of modern European hospitals.

(v) Health work in the Eastern Dependencies.

For the first time in the history of Aden a baby show was held and was largely attended. A maternity and child welfare clinic will be constructed this year. Following a mild outbreak of malaria in the leased area, a special investigation into conditions favouring the propagation of malaria was carried out.

In Ceylon work continued on the organization of the health unit system of control and a special training class for sanitary assistants, which was commenced in 1937, was completed with 40 students attending. Training courses for public health nurses and midwives were continued, while medical officers selected for public health work were given special training at a health unit. Training for village headmen was commenced as a new feature of the campaign for improved conditions in rural districts during 1938, and 54 headmen have been trained. In other directions health propaganda was carried out intensively: a demonstration motor-van was used, a new cinema film, made on the Island, was exhibited, and radio talks were given.

The malaria division concentrated attention on replacing the temporary measures of control by permanent measures, and much attention was given to the improvement of waterways. Special watch was kept on malaria conditions in epidemic zones, more especially to obtain data which would enable the approach of conditions liable to produce epidemics to be detected in advance.

Arrangements have been made for the construction of an up-to-date venereal disease clinic at Colombo, and buildings for similar clinics have been commenced at two other places, while a third one will be built during this year.

Health; Malaya, Hong Kong.

Malaya remained free from dangerous infectious diseases during 1938, but the incidence of malaria was considerably above normal in the central parts. The total expenditure in the Federated Malay States during the year on account of anti-malarial measures amounted to approximately £96,000, which includes the cost of major drainage work done by the Public Works Department.

A serious outbreak of typhoid fever in Singapore was traced to contaminated ice cream manufactured in a house where there resided a carrier of typhoid. Inquiry was made into the causes of maternal mortality, the rates of which vary considerably among the different races, the highest rate being found among Malay women. Child welfare clinics continued to attract large numbers, and at some of the principal clinics in the Straits Settlements and Federated Malay States the total attending amounted to nearly half-a-million persons.

The extension of the Sino-Japanese hostilities to South China during 1938 resulted in a greater influx of refugees into Hong Kong than had taken place in the previous year and to an aggravation of public health problems, including overcrowding, malnutrition and epidemic disease. Local charitable organizations could not possibly cope with the destitution and distress associated with the refugee problem, and the Government had to erect camps in both urban and rural areas.

The health of the community deteriorated as the result of these abnormal conditions, and dangerous infectious diseases found their way into the Colony in spite of the increased vigilance of the port health authorities. The outbreak of smallpox, which began in the late part of 1937, virtually ended in June, 1938; it was the worst recorded outbreak of smallpox in the history of the Colony. Compulsory vaccination for all was instituted, Canton was placed in quarantine for the first time in history, the staff of vaccinators was increased and intensive propaganda was conducted. Over a million vaccinations were carried out during the year.

A comparatively less serious outbreak of cholera also occurred. This outbreak spread with great rapidity, being aggravated by the thousands of refugees entering the Colony from Canton and other parts of Kwangtung which were infected with the disease. Measures taken to deal with the situation included nearly a million prophylactic inoculations and the chlorination of all pipe-borne water in the Colony, together with compulsory pasteurization of all fresh milk from the beginning of 1939. There was also an epidemic of cerebro-spinal meningitis.

The Government approved arrangements whereby the Roman Catholic Mission received financial help to build accommodation for 200 lepers (later to be increased to 400), in order to

permit of the transfer of lepers from Hong Kong to Kwangtung to be maintained there at the expense of the Government. Legislation was enacted which gave government medical officers control over the inmates of the small leper settlements at Hong Kong.

Tuberculosis caused the death of 4,920 persons during 1938. With the bulk of the population living in overcrowded ill-ventilated tenements, many of them workless or in receipt of wages which could not purchase an adequate dietary and exposed to mass infection owing to the universal habit of spitting and ignorance of the mode of infection, it was not surprising that the disease claimed a heavy toll. Various measures of attack were formulated including the appointment of a nutrition research committee, the creating of a housing commission and the drafting of town-planning and zoning legislation, the appointment of a labour officer to investigate conditions of work and wages, the increasing of means for the discovery, isolation, education and treatment of cases, the education of the general public through the press and by broadcasting, and the expansion of the health services to enable better control to be exercised over domestic and municipal hygiene.

The addition of the large number of refugees to the population imposed an almost intolerable strain on existing hospital accommodation, and an old prison had to be converted into an auxiliary hospital containing 500 beds for Chinese patients. The popularity of the welfare centres on the island and in Kowloon was well maintained.

(vi) *Health work in the West Indies.*

Trinidad launched a five-year plan of improvements which includes housing, hospitals, water supplies and anti-malarial drainage. During the year the hospitals at Port of Spain and San Fernando were enlarged, the central water supply was extended, the health staff was increased, the inspection of school children was reorganized, and a venereal disease clinic was completed.

In British Honduras the medical department took over the control of all matters relating to sanitation previously exercised by local boards. An investigation was made into the incidence of tuberculosis and a committee was appointed to inquire into slum clearance.

Medical staff in the Bahamas used an aeroplane for the first time.

A venereal disease clinic was established at Basseterre, St. Kitts, as an evening clinic, and attracted a considerable

Health; West Indies, Ocean dependencies.

number of people. An X-ray equipment was provided in the hospital.

Additions were completed to the Kingston public hospital in Jamaica and accommodation for tuberculosis cases was provided at district hospitals. Anti-malarial measures of control were continued and progress was made with swamp reclamation schemes. Colonel L. W. Harrison of the Ministry of Health visited the Colony and made recommendations with regard to buildings, equipment, and the treatment of venereal disease. Special attention was given in this Colony to the development of services for the expectant mother, infants and schoolchildren. One fresh activity was the provision of school dental clinics in ten out of the fourteen parishes.

Malaria is the most prevalent disease in British Guiana and the aedes mosquito problem has come prominently to the front because of the discovery recently of possible cases of jungle yellow fever in the hinterland. A preliminary survey, with the assistance of members of the Rockefeller Foundation, has resulted in a decision to employ a team of workers to investigate these problems during 1939.

(vii) Health work in the Dependencies of the Atlantic, Pacific and Indian Oceans.

It was decided to establish a health centre at Suva, Fiji, with the co-operation of the Rockefeller Foundation. It will enable the disease problem in Fiji to be closely examined and will co-operate in the education of the students of the central medical school. A tuberculosis survey was carried out.

A new settlement for male lepers on the island of Curieuse, Seychelles, was opened, and the inmates greatly appreciate the change. The construction of huts for the female settlement will begin shortly.

The general health in Mauritius was fairly good and there was less malaria than in previous years. An outbreak of peripheral neuritis occurred and was investigated. It was discovered that the patients were suffering from poisoning by tri-orthocresol phosphate occurring probably as a contaminant in a small consignment of soya bean oil. Legislation is being prepared to control the importation of soya bean and other edible oils, so as to avoid such an occurrence in the future.

Public health in the Falklands continued to be very good. Attempts were made to control the incidence or severity of respiratory infections by employing natural and artificial sunlight and vaccines.

(b) EDUCATION.

(i) *Tropical Africa.*

“ We are proposing the establishment of a University College in the near future, and of a University at no very distant date.” Those words of the Commission which Lord Harlech sent to East Africa to consider the question of Higher Education have been followed by definite action. The new Makerere College, in Uganda, is taking shape in bricks and mortar. The plans, designed by Mr. C. T. Mitchell, the Uganda Government Architect, will provide a building which will be suitable to the status of a college, and will secure for the educated African the civilized amenities of privacy and comfort.

The first turf in the excavation of the foundations was dug by the Duke of Gloucester on the 3rd November, 1938. A few weeks later I was able to announce that Mr. G. C. Turner, a distinguished English headmaster, had accepted the appointment as Principal and would shortly leave Marlborough for Makerere. His will be the task of leading the college along the path towards university status from the point to which the present Principal, Mr. D. G. Tomblings, has so ably brought it.

The Government of Uganda is meeting the cost of the buildings, which will be £170,000, and has promised to contribute £250,000 towards the endowment fund. The Governments of Tanganyika and Kenya have agreed to contribute £100,000 and £50,000 respectively. The United Kingdom contribution of £100,000 which Parliament is now being asked to provide will thus complete the endowment fund of half a million pounds which the Commission on Higher Education in East Africa considered to be necessary. The native administrations in Uganda have promised gifts of at least £10,000 and it is possible that contributions may be offered by the native administrations of Kenya and Tanganyika. The Empire Cotton Growing Corporation has also promised £10,000 for a biological laboratory.

I am aware that it is felt in some quarters to be a mistake to spend so much on higher education in a region which still needs a very great deal to be done for primary and secondary education. It may be said that we are building the peak of the pyramid before the base. I do not accept that metaphor. Education in East Africa resembles rather a column, not of static stone but of moving water, ever rising upward to the head of the fountain, whence the column spreads out and returns to its first level, shedding over a wide area the refreshing waters of teaching ability, medical skill and technical knowledge. Money spent wisely on higher education is, in fact, an essential contribution towards the spread of primary education.

Education; Africa.

The soundness of this policy has long been recognized in West Africa. The Colleges at Achimota in the Gold Coast and at Yaba in Nigeria were inspected during the year by educational experts from this country. At Yaba, new courses were started in engineering, survey and commerce to meet the demand which exists for the employment of Africans qualified in those subjects.

Let it not be thought however that the policy of developing higher education implies neglect of the primary schools. The first steps towards the goal of compulsory school attendance are being taken in Nyasaland and Northern Rhodesia. In the former territory, compulsory attendance is now enforced in some localities by the native authorities. In Northern Rhodesia work was begun on a plan to provide schools for all the children in the mining areas by the end of 1943, and I have approved the draft of an ordinance to take powers to make school attendance compulsory in areas where the necessary facilities exist.

Uganda has adopted a revised education code which confirms and develops the co-operation so happily existing between the Government and the missionary societies. From the other territories of East and Central Africa, where there is at present scanty provision for African secondary education, boys are proceeding to secondary schools in Uganda. In Nyasaland progress has been made with the scheme for providing secondary education for Africans, in which the missions are participating.

African Governments come up against some difficult language problems in education policy, but what is the right course to take when parents refuse to have their children taught in their own language? Such was the position in Berbera, Somaliland, where the Government opened a new school during the year. The parents set their faces against the use of Somali and demanded that the instruction should be given, even to very young children, in Arabic. Their view was accepted.

The major task of primary schools in tropical Africa is to equip the people for the life of cultivators. The training of village school supervisors and of teachers for rural welfare work continues to make progress. A course for chiefs was held at the Jeanes School in Kenya. In Northern Rhodesia the Jeanes School for village school supervisors and teachers is being moved to a site better adapted to its purposes. In Zanzibar a scheme for using a grant from the Carnegie Corporation for training rural teachers is being elaborated and a committee which has been set up to co-ordinate the social services is bringing village schools into line with other educational agencies.

Arts and crafts are being developed on indigenous lines. In December, 1938, a Bureau of African Industries was opened at Takoradi, Gold Coast. It contains a comprehensive display of African products, including ivory work, locally woven cloth,

Education; Aden, Hong Kong, etc.

pottery and timber. The Nigerian Government has improved the position of teachers of arts. An exhibition of Uganda arts and crafts has been held locally and some of the work is being exhibited in London this summer. I hope that these measures will introduce African craftsmen to a wider public.

The education of girls has received much attention during the year. In Uganda, foundations were laid for effective secondary education for girls under mission auspices. A post of Woman Assistant Director of Education was created, and a woman Inspector of Domestic Science was appointed. In Tanganyika a woman Supervisor of Education was appointed.

(ii) Education in the non-African Dependencies.

In Aden a scheme for the adaptation of secondary and elementary education to local commercial needs, and for the more effective supply of trained teachers, has been sanctioned. In the Hadhramaut educational development appropriate to local conditions has been devised by the Resident in consultation with an officer of the Sudan Education Department, and is being commended to the local Sultans.

In Hong Kong action has been taken by the University, in accordance with the report of a local committee, in the direction of a more economical and effective use of local resources for meeting local needs. The training of school teachers of all grades has been completely reorganized. The secondary school curriculum has been improved in accordance with the advice of my Advisory Committee, and measures for the improvement of vernacular schools are under consideration. A trade school has been opened for the development of work already begun by the junior technical school opened some years ago, with special reference to local engineering needs.

Raffles College and the King Edward VII Medical School at Singapore were inspected by a Higher Education Commission whose report I am expecting to receive very soon. Vocational training in Malaya has been thoroughly investigated during the year, and an organizer of vocational training with the necessary experience at home has been selected. The Singapore trade school is being extended in view of its popularity.

In Cyprus the co-operation of the education department with the other social service departments has evolved an effective scheme of rural community development, carried out under the ægis of the Near East Foundation of New York, and with the help of a generous grant from the Carnegie Corporation. The newly-opened training school for rural teachers is producing satisfactory results. Secondary education on English lines is being steadily developed, and a beginning has been made with the interchange of school visits between English and Cypriot schools.

Education; Malta, West Indies, etc.

A chair of Archaeology has been established in the Royal University of Malta with the assistance of the British Council. Measures for extending and improving the elementary schools have received special attention. Contact with education in England has been maintained by visits of teachers and students to this country.

Plans for the development of the central training institute in Trinidad have now been completed. In several other West Indian Islands the administrative staff has been strengthened, and the pay of elementary school teachers improved. The completion of several important schemes of development must await the recommendations of the Royal Commission on the West Indies.

A vocational training centre for all communities has been opened in Suva, Fiji. In the Gilbert and Ellice Islands a scheme for the training of teachers which involves close co-operation between the Government and the missions has been approved. An officer with appropriate South Sea experience has been appointed to assist the administration of the Solomon Islands in the development of education.

A candidate with requisite home experience has been selected for the new post of Education Officer in St. Helena and arrangements have been made for the more effective training of teachers. The elementary schools have been reorganized and classes of needlework and carpentry have been opened,

(iii) General.

My Advisory Committee has entered on a careful examination of European education in East and Central Africa. Replies have been received to the memoranda on women's education in its various aspects which were circulated to all dependencies, and are now under close consideration. The work that is being done throughout the Empire by local nutrition committees is being followed up in the schools and in many areas voluntary organizations with government support are initiating plans for feeding necessitous school children. The financial survey recommended last year for all dependencies by my Advisory Committee is being widely undertaken. A survey of technical and vocational education throughout the Colonial Empire has been completed.

The Colonial Department of the Institute of Education, London University, is now responsible for more than fifty students, who are being prepared for educational work in various Colonies or are taking refresher courses. My Advisory Committee has appointed a consultative committee to confer with the Colonial Department regarding the development of its useful work. Most valuable financial help continues to be received from the British Council, more particularly with reference to scholarships for the study in the United Kingdom of the English

language and English institutions, and from the Carnegie Corporation, with special reference to experimental and research work. During the year a Committee which I appointed to investigate arrangements for the guidance and help of Colonial students in this country submitted a report which I have circulated to the Governments with my general approval. It has now been published.*

(c) BROADCASTING.

In the Gold Coast a broadcasting station is being constructed to supplement the extensive system of wire broadcasting already established. Broadcasting experiments are being undertaken in Uganda, whilst the establishment of broadcasting stations in other Colonial dependencies is under consideration. Attention is being given to the development of the use of broadcasting as a means of education and instruction and in some Colonies broadcasts to schools already form a regular feature of the programmes radiated from the local broadcasting stations. Talks have been given on medical and agricultural subjects. Consideration is being given to the possibilities of encouraging communal listening by the installation of receiving sets or loud-speakers in villages, camps or other suitable places.

The Empire programmes radiated by the British Broadcasting Company's transmitters at Daventry can be heard by listeners in practically all the Colonial dependencies and are rebroadcast by a number of Colonial broadcasting stations. The Arabic broadcasts instituted by the British Broadcasting Corporation in January, 1938, have been much appreciated in those dependencies in which there are Arabic speaking populations.

(d) FILMS.

The Colonial Office continues to co-operate with such bodies as the Imperial Institute, the British Film Institute and the Travel and Industrial Development Association, with a view to keeping Colonial Governments informed of the latest developments in the use of films as a means of education and instruction. Films made primarily for exhibition in the United Kingdom and similar countries are in general unsuitable for exhibition to native communities in the oversea dependencies. I have, however, commended to Colonial Governments certain suggestions made in a report prepared by the British Film Institute on the machinery for the distribution and display of educational films in schools and similar institutions within the Empire. This report offers suggestions with regard to co-operation between central organizations in adjacent territories, the collection and supply of suitable projection apparatus and the creation of libraries of educational films.

* Colonial No. 161.

Labour departments.

In certain territories, e.g., Malaya and Nigeria, travelling film units have been used with success, and the experience gained will be of assistance to other dependencies. During the period under review the Travel and Industrial Development Association has been instrumental in supplying documentary films to a number of dependencies.

(e) LABOUR.

Increased attention has been given to the labour position throughout the dependencies, both from the point of view of appointing or increasing the necessary staff, and from the point of view of enacting legislation to regulate labour conditions.

The territories which, during the course of the year, have inaugurated or strengthened their labour departments and inspectorates include Antigua, the Bahamas, British Guiana, British Honduras, the Gold Coast, Grenada, Hong Kong, Mauritius and Sierra Leone, and the establishment of labour departments is contemplated in Northern Rhodesia, Barbados and Jamaica. In Cyprus there has for long been a department of mines with duties relating to conditions of work, and during the year the post of labour adviser was created. Nyasaland and Northern Rhodesia have jointly appointed an officer on the Rand and separately officers in Southern Rhodesia, to look after the interests of Nyasaland and Northern Rhodesia natives who have sought work in those places. In Fiji, the appointment of an industrial relations officer is contemplated.

An important event of the year for the whole Colonial Empire was the appointment by the Government of Trinidad of the first representative industrial arbitration tribunal ever set up in the dependencies. A reference to this tribunal is made in chapter XII.

Other activities of Colonial Governments in connection with the supervision of labour conditions include the appointment of a staff welfare officer to the government colliery in Nigeria, the setting up in Tanganyika Territory of a standing labour advisory board to consider and advise on matters referred to it by the local authorities concerning the supply and welfare of workers in the Territory, and the setting up of an advisory board on labour matters in the Gambia. In Malaya, where a labour department has been established for some years, an advisory committee has been set up under the chairmanship of the controller of labour to deal specially with Chinese labour, while a standing labour committee has been appointed to consider and advise on all matters affecting labourers in the employment of the Government. In the Seychelles a committee has been set up to inquire into labour conditions.

Arrangements have been made with the Ministry of Labour for Colonial officers to be given facilities to study at the Ministry such matters as conciliation machinery, the functions of trade boards and trade board officers, and the preparation of cost of living indices. Advantage of these arrangements has already been taken by a number of Colonial officers.

Legislation providing for the registration and regulation of trade unions has been enacted during the year in Mauritius and Nigeria and is being introduced in Barbados and Sierra Leone. Revised legislation has been introduced in the Federated Malay States and Northern Rhodesia, and is in course of preparation in Cyprus and Hong Kong. As indicated in last year's report, laws providing for the payment of compensation to workmen injured in the course of their employment have been enacted in a considerable number of the Colonies and Protectorates; such legislation has now been brought into operation in Grenada and Jamaica, and draft Bills have been prepared in Barbados, Cyprus, the Gold Coast, Nigeria, St. Lucia, St. Vincent and Sierra Leone.

Minimum wage legislation of the kind described on page 52 of the report for 1937-8 has been enacted in Barbados, North Borneo and Somaliland and is under consideration in Aden, Cyprus, Jamaica and Nyasaland.

Progress has continued to be made in giving effect to the provisions of those international labour conventions ratified by His Majesty's Government which are suitable for application in Colonial dependencies. In particular, legislation giving effect to the conventions relating to the employment of women during the night and the employment of young persons and children in industry and at sea has been brought into operation during the year, or is in course of preparation, in Aden, Barbados, British Guiana, Grenada, the Leeward Islands, Nyasaland, St. Vincent, Somaliland, and Tanganyika Territory; in Uganda revised legislation was enacted which, *inter alia*, increased the minimum age for the employment of children in industry to 16 years.

In practically every Colonial dependency a minimum age has been laid down for the employment of children in industry. I recently addressed all Colonial Governors in regard to the desirability of prescribing by law a minimum age for the employment of children in all other occupations, except where such occupation is with the child's own family and involves light work of an agricultural or other character which has been specifically approved by the competent government authority.

The convention concerning the regulation of certain special systems of recruiting workers, which was adopted by the International Labour Conference in 1936, has recently been ratified by His Majesty's Government in the United Kingdom, and its provisions will be applied without modification to those Colonial

Prisons.

dependencies in which recruiting as defined in the convention exists or is likely to obtain. Legislation giving effect to the provisions of the convention has already been enacted in a number of territories.

(f) PENAL AND PRISON MATTERS.

During the year under review I have received valuable advice on penal matters from the Standing Advisory Committee, the scope of whose work was outlined in the report presented to Parliament last year. The Committee has reviewed during the year annual prison reports from most parts of the Colonial Empire, and has discussed and commented on many points arising out of them. In future these reports will be compiled as far as possible on a uniform basis, so as to make review and criticism of them easier.

During the year it was arranged that oversea prison officers home on leave should make a tour of prisons and similar institutions in this country under the direction of Mr. Alexander Paterson, one of the Prison Commissioners. The tour was most successful, and I think that all the officers present gained much from it.

A year or two ago Mr. Paterson himself visited the West Indies and his visit has produced fruitful results. Schemes for the amelioration of prison conditions have been, or are now being undertaken in several of these Colonies. Mr. Paterson has since visited parts of East Africa.

During the year the report of the Committee appointed to consider the question of corporal punishment in the United Kingdom was published. Its main conclusions having been accepted by His Majesty's Government, copies of the report were at once sent to Colonial Governments with a request that they should consider how far the recommendations were applicable to Colonial conditions.

Among other matters which have been under review during the year is the system of enabling prisoners serving short-term sentences to earn remission of part of their sentences. In many Colonies the system has hitherto been applied only to prisoners sentenced to long terms of imprisonment, but Colonial Governments have now been urged to adopt the practice in force in the United Kingdom and to extend the system to all prisoners serving sentences of more than a month. Treatment of juvenile offenders has engaged the active attention of a number of Colonial Governments. During the year a reformatory school has been instituted in Ceylon, and other Colonies too are doing useful work. Much has been done for the education of prisoners in trades and crafts which will enable them to find work more easily after their term of imprisonment. Prison diets have been revised in the light of modern nutritional knowledge.

CHAPTER V.

THE DEVELOPMENT OF NATURAL RESOURCES.*(a)* AGRICULTURAL AND VETERINARY.

The dangers of soil erosion are widely appreciated and soil conservation measures are now being undertaken, notably in the East African dependencies and Ceylon, on a fairly considerable scale. There has been a markedly increased realisation that anti-erosion measures cannot be regarded as the concern of any one department of Government but must be treated as a major issue in policy in which collaboration is required between administrative officers and the staffs of various technical departments. During the year a number of Colonial officers paid visits to the United States for the purpose of studying, in some cases with the help of grants from the Carnegie Corporation, the methods which are being adopted. The results of these visits will, I am persuaded, become apparent in the increasing efficiency of soil conservation measures in the Colonial dependencies and I should like to express my indebtedness to the Government of the United States of America and to officers of the United States Soil Conservation Service for the facilities accorded and help rendered to Colonial officers.

The problem of improving agricultural conditions, especially among indigenous farming communities, is intimately bound up with the system of land tenure. In tropical Africa especially there is great need for the introduction of more stable agricultural systems whereby losses of fertility resulting from cropping are replaced by organic manures or composts or by the introduction of systems of alternate husbandry. The introduction of animal husbandry into agriculture is necessary, where practicable, if soil fertility is to be maintained and if nutritional requirements are to be met. Such a change is in fact essential in many areas if they are to continue to be capable of carrying their rapidly increasing populations and an economic use for stock is to be found.

In most of the African dependencies land tenure is on a communal basis, and in such circumstances the transition to improved agricultural methods presents special difficulties. In both East and West Africa this question is under study by administrative and agricultural officers.

In other parts of the Colonial Empire the question of land tenure is arising in different forms. In the West Indies the cessation of migration to neighbouring territories and to some extent the return of persons who had previously emigrated, coupled with natural increase in populations have given rise to demands for more and better facilities for the peasantry

Land settlement.

to acquire land for agricultural purposes. To meet these demands, a number of Colonies have embarked on schemes of land settlement on a considerable scale. The most important are in Jamaica where a sum of £650,000 has been provided by means of a loan for the purpose of creating new settlements and installing the tenants on them. Another important scheme in St. Lucia provides for the settlement of 200 small holders from Barbados with their families. New schemes for settlement have also been proposed in Trinidad, St. Vincent and Antigua. Land settlement schemes have for many years existed in the West Indian Colonies but it is only lately that it has become fully realized that the provision of facilities for the acquisition of land by small holders on easy terms is not enough. The selection of settlers is now recognized as being of importance and provision is also required for their instruction and supervision if their holdings are to be worked on sound lines. Arrangements to enable them to obtain supplies of suitable planting material and other requisites readily and at small cost are also necessary and help in marketing their produce is essential. In all new schemes provision has been included to ensure that these needs are met in some degree. In Jamaica a special department of Government has been created which is concerned exclusively with land settlement while in other Colonies additional staff has been appointed and funds provided to meet requirements in this direction.

Land settlement schemes are also making progress in areas of Africa previously infested with tsetse fly and advances are being made with experimental settlements for Fijians in Fiji and with colonization schemes for rice production in Malaya and Ceylon.

Concurrently with the need for land settlements has come the realization that efforts to improve small holders' agriculture should be accompanied by detailed knowledge of the agricultural and economic conditions underlying existing practices. To provide this background economic surveys are required; such a survey in the Windward and Leeward Islands was launched during the year with the assistance of a grant from the Colonial Development Fund; the results of a partial survey of this type in British Guiana were published and proposals for undertaking a similar survey in Jamaica are under consideration. In Africa progress was made with the somewhat similar series of surveys in Uganda.

The view is now widely accepted that small holders in the Colonial dependencies ought to produce a large proportion of their own food. Undue concentration on export crops and the neglect of food production has been common in certain areas in the past but it has been shown in recent difficult years that low prices for export crops are much less severely felt when

the growers have a considerable portion of their food supplies available from their own holdings. Coupled with this is the growing appreciation of the importance of the composition of native dietaries on the well being of the population. The work of the Colonial Nutrition Committee has directed attention to the need for the improvement of tropical food crops and for a varied diet. A large amount of work in connection with rice production is in progress in Malaya, Ceylon, British Guiana and Sierra Leone and continues to yield valuable results. Maize has also received special attention in Kenya and all Colonial departments of agriculture are now giving increased attention to the development of food production.

There is concurrently a need for the introduction of a greater proportion of meat and other animal products into the dietaries of many peoples in the tropical dependencies. The question is bound up with that of the more intelligent use of animals, the improvement of native breeds of livestock and the incorporation of animal husbandry into systems of mixed farming in which both animals and crops play their part in enhanced production, while at the same time soil fertility is maintained and the dangers of overstocking and resulting erosion losses are reduced to a minimum. In certain African dependencies there has already been marked progress in this direction, notably in Nigeria, and to a less degree in Uganda and Tanganyika. In the Northern Provinces of Nigeria there are already some 1,500 holdings on which mixed farming is practised while the introduction of a modified system of mixed farming into the middle belt is being investigated. I feel that the question of subsistence agriculture for native peoples is one of the most important problems with which we are confronted. The days are past when the view could be held that indigenous agricultural practices were entirely wrong; they contain a sound substratum of knowledge based on experience. Under British rule the expansion of populations which has followed the establishment of peaceful conditions has brought problems in its train; these can best be solved by the modification of existing practices to suit the changing conditions. To the solution of these problems much thought is being devoted at the present time and signs are not wanting that there are prospects of these efforts being successful.

Turning now to crops grown for export, the year has again been characterized by low prices for the majority of Colonial commodities. In such circumstances it is clear that to obtain the highest possible return for the labour involved it is necessary to lay stress on quality, and in this connection I would mention the continued success which is being achieved by the schemes for produce inspection in certain African dependencies and elsewhere. It is impossible in a brief review to do more

Crops for Export.

than allude to outstanding points in connection with the large range of tropical crops which are grown and in the following paragraphs the most important alone are indicated.

The decision to renew the international agreement for the regulation of rubber production was an outstanding feature. The new agreement permits a certain amount of new planting and the extension of the arrangements for replanting old and obsolescent areas. Under the old scheme in the earlier years full advantage was not taken of the permitted facilities for replanting but latterly there has been a change and the replacement of exhausted areas is steadily proceeding. The conditions necessary for the successful replanting of old areas with higher yielding planting material have been the subject of investigation and further progress has been made in the development of improved planting material. The value of manuring, especially with phosphatic manures, has also been established in Malaya and elsewhere.

In Malaya the small holdings advisory service of the Rubber Research Institute is doing useful work in improving the standards of cultivation and manufacture of rubber by small cultivators and proposals for the enlargement of this service have been approved. Preliminary discussions have taken place with the object of defining standards of quality for raw rubber which comply with the requirements of manufacturers; if these can be established and supplies of raw rubber conforming thereto can be placed on the market a considerable step forward will have been achieved. The point is of importance in view of the threat of competition by synthetic rubber substitutes, the properties of which can be made to conform closely to certain requirements of manufacturers.

The International Tea Agreement has been renewed for a further period of five years; its provisions are reviewed in the following chapter.

In spite of the restrictions imposed by the international agreement the Colonial Empire as a whole produced the largest sugar crop on record. This was not entirely unexpected as there has been of recent years a marked tendency for yields of sugar to increase as the result of the application of scientific methods.

Uganda is by far the largest producer of cotton in the Colonial Empire and there the prosperity of the African cultivator is largely dependent on the prices which he obtains for his crop. With the object of ascertaining whether any economies are possible which will have the effect of raising the prices paid to growers, the Governor of the Protectorate with my consent appointed a commission of enquiry into the industry which carried out an exhaustive investigation of the position.

In the West Indies, the sea island cotton industry has continued to make progress, thanks very largely to the efforts of the West Indian Sea Island Cotton Association and its Advisory Committee in this country. The policy of crop regulation which has been adopted, combined with efforts to popularize garments made of fabrics spun from sea island yarns by judicious advertising, has been continued with marked success. During the year the industry had to meet competition from sea island cotton grown in the United States of America where the cultivation has recently been revived to some extent, but a demand for cloth made from sea island cotton for defence purposes has resulted in a diminution of stocks which were tending to accumulate in this country.

In the early months of the year the cacao industry of the Gold Coast experienced a period of crisis owing to the hold-up organized among African producers, which is being dealt with in later chapters.

Much concern has been evinced at the increasing incidence of die-back among cacao plantations on the Gold Coast; it appears that the trouble is largely, if not entirely, attributable to alteration of environmental conditions consequent on excessive removal of the natural forest cover; to provide a remedy provision has been made for the establishment of a large scale of protective cover and shelter belts and for the extension of forest reserves.

In Trinidad, the cacao plantations are low yielding and it has been shown that this is largely due to the fact that the cacao has been established on unsuitable soils and that a large proportion of the existing trees are uneconomic producers. Added to this has been the spread of witchbroom disease. In the circumstances and with a continuation of low prices the position of the industry has been precarious. It has been found necessary to continue the government subsidy to cacao producers while at the same time plans have been approved for the large scale distribution of planting material of high yielding capacity.

Most of the dark fire-cured tobacco consumed in this country is now grown in the Empire, the principal producer in the Colonial dependencies being Nyasaland. Here production was well maintained; an important event was the introduction into this dependency and into Northern Rhodesia of the system of disposing of the crop by public auctions following the established practice in the United States of America. The system is reported to be working well in both territories. The main demand in the British market, however, is for bright tobacco used for cigarettes. Production of tobacco of this type showed some increase in the Colonial dependencies; the main difficulty lies in the fact that much of the tobacco possesses a flavour which is not acceptable to the English market. Ceylon, Mauritius and Jamaica are all

Bananas, fruit, flax.

giving greater attention to tobacco problems. A small industry of local importance is developing in the Virgin Islands.

The banana industry in Jamaica again produced a record crop and prices were satisfactory. Unfortunately Panama disease and the leaf spot disease which was first recorded in 1936 gave rise to concern. During the rainy season of the year under review it became apparent that special measures were necessary for the control of the latter disease. It has been shown that this can be secured by the frequent and regular application of fungicidal sprays, but spraying must be general throughout the banana-producing area and not confined to particular plantations. Proposals for organizing the necessary control have been made by the Government of Jamaica and are receiving my consideration. The ultimate solution would appear to lie in the production of a disease-resistant variety possessing the desired commercial characters, but until such a variety can be produced and propagated recourse must be made to measures for the control of the disease on the existing variety.

In the West Indies the production of certain vegetables, notably tomatoes, for export to the Canadian market continues. Success depends largely on careful attention to the grades of produce exported and to its packing, and on co-ordinated arrangements for marketing the produce. Matters in connection with this industry are periodically considered by the West Indian Fruit and Vegetable Councils and a joint meeting of the two Group Councils was held during the year. Jamaica has made some progress in the development of an export trade in tropical fruit and certain vegetables and has recently made arrangements for the appointment of a marketing inspector in this country to supervise and assist in the disposal of consignments.

In Malaya the important industry of growing and canning pineapples for export has experienced difficulties owing to unregulated production; during the year proposals were made for controlling and co-ordinating production in accordance with the demand, with the assistance of the Malayan Governments.

In Malaya and also in Ceylon considerable attention is being devoted to increasing the production and improving the quality of various tropical fruits. There is a large import of fruit into these dependencies from neighbouring territories and its reduction and replacement by local produce of suitable grade is desirable.

Attention has lately been directed to the prospects of a shortage occurring in supplies of flax, owing mainly to the diminution which has occurred in the exports of this product from Russia. Parts of Kenya have been suggested as being suitable for the growth of this crop. The question was discussed at a conference held at the Colonial Office in 1937 and as a result I arranged for a visit to be paid to that colony by Mr. W. J. Megaw, Chief

Livestock industry.

Flax Inspector to the Government of Northern Ireland, with the object of reporting on prospects. Flax was at one time grown in Kenya on some scale but its cultivation was abandoned many years ago owing to a fall in prices. Mr. Megaw's report has been published. Its terms are generally favourable towards an effort being made to revive the industry.

In the Seychelles difficulties are being experienced owing to the low prices for copra and cinnamon leaf oil—the two principal exports. Of late years promising results have been obtained with the production of oil from two species of eucalyptus which have been introduced and which grow well there. Experimental consignments of oil from the plants have been favourably reported on by the trade and to assist the development of the industry I have lately approved of the erection of a distillery for the production of new essential oils with the assistance of a grant from the Colonial Development Fund.

Where efforts are being made to develop systems of mixed farming, great importance attaches to the improvement of breeds of livestock and to the extension of the production of products such as meat, milk, butter, cheese, wool, hides and skins. In all these directions steady progress has been maintained and mention may be made of proposals for the improvement of the dairy industry in Jamaica with the object of producing condensed milk locally to replace the heavy imports of this commodity. Prospects in the island appear to be favourable for an enterprise of this character and a beginning is being made in the erection of the factory.

The improvement of pastures to render them capable of providing the maximum quantity of feed for stock while at the same time averting the risks of overgrazing with its attendant evils of soil erosion, is a matter of importance. Deferred and rotational schemes of grazing are being introduced into Somaliland, Tanganyika and elsewhere, whilst investigations of the composition of the herbage under differing intensities of grazing is necessary if sound foundations of policy are to be established. In Kenya and Tanganyika studies of this kind have been made, in a preliminary way, for some years past. A visit to Kenya was paid by Dr. I. B. Pole Evans, Botanist to the Department of Agriculture of the Union of South Africa, during the year and in his report he has recommended a greatly extended programme of pasture investigations.

In Mauritius, also, the subject has gained in importance. Two years ago the Colony was visited by Professor Lindsay Robb, an expert in pasture management attached to the University of Pretoria, who reported on the livestock industry generally and made special reference to the need for pasture improvement if this industry was to make progress. His recommendations are

Rinderpest; locusts.

now being given effect with the assistance of a grant from the Colonial Development Fund and it is hoped that they may result in lessening the dependence of the Colony on imported meat.

In the Falkland Islands grazing conditions have received attention since the appointment of a stock adviser with experience in New Zealand, and in 1937 arrangements were made for a visit to the Colony by Mr. W. Davies of the Welsh Plant Breeding Station, Aberystwyth, to investigate and report on the position in relation to pasturage, again with the assistance of a grant from the Colonial Development Fund. The report of this visit has recently been completed. It gives a comprehensive picture of the sheep industry of the Colony and of the pasture problems which are being experienced on the sheep stations. A number of suggestions have been made as to the improvements which can be effected.

When I presented my statement last year, the East African Dependencies were suffering from a serious threat of the southward extension of rinderpest. As is well known, this terrible plague of cattle had, in previous years, been pushed back northwards from the confines of South Africa towards the Kenya border. To meet the danger of a southward return of the infection, a barrier-belt of immunized cattle was successfully created during the year under review in Tanganyika. To review the position there met in Nairobi in February, 1939, a conference of veterinary representatives from the East African dependencies, the Belgian Congo, Portuguese East Africa, the Union of South Africa, Southern Rhodesia and the High Commission Territories.

The control of rinderpest established by the veterinary departments in Nigeria and the Gold Coast through double inoculation continued to be maintained and no outbreaks occurred. The similar campaign of inoculations in the Gambia made satisfactory progress.

During the year Kenya has received serious visitations from the African migratory locust, but the position has now improved. The Fifth International Locust Conference which met in Brussels recommended that in the breeding areas of the Desert, Red and African Migratory locusts permanent control posts should be established as research work carried out during the past few years indicates that such control posts might prevent the large outbreaks which originate from small beginnings in these areas. The proposals that control schemes should be set up, financed by an international fund and supervised by an International Committee, have now been accepted by His Majesty's Government and Colonial Governments have been invited to participate in setting up the proposed organization.

During the year the Colonial Advisory Council of Agriculture and Animal Health held five meetings, while its two standing committees on Agriculture and Animal Health held in addition eight meetings and ten meetings respectively. The more important subjects considered by the Council comprised the following:—

Banana breeding research work in the West Indies.

Leaf spot disease of bananas in the West Indies.

The programme of the Cocoa Research Station in the Gold Coast.

The expedition of Dr. F. J. Pound to South America in search of varieties of cacao resistant to witchbroom disease.

The rinderpest position in East Africa.

The campaign for the eradication of bovine pleuropneumonia in Barotseland.

Schemes for poultry improvement in the Colonial Empire.

The results of researches into undulant fever in Malta.

A conference of Colonial Directors of Agriculture was held at the Colonial Office in July. Invitations were extended to Directors and Deputy Directors of Veterinary Services and Conservators of Forests. Representatives of the majority of the dependencies were present, together with my Agricultural Adviser and Assistant Adviser. Members of the Colonial Advisory Councils on Agriculture and Education also attended and representatives of the Imperial Agricultural Bureaux and of a number of scientific, agricultural, veterinary, forestry and educational organizations attended meetings at which subjects of special interest to them were raised. The questions discussed comprised soil conservation, animal husbandry, nutrition, land settlement, produce inspection, education, training and propaganda. The conference was of great value and should encourage the co-ordination of the work in the various territories.

My Agricultural Adviser, Sir Frank Stockdale, made an extensive tour of Malaya during the early months of the year. Advantage was taken of this opportunity of a tour to the East for him to pay a short visit to Java for the purpose of gaining knowledge of the agricultural work in progress in the Netherland Indies. The assistance afforded by the Netherland Indies Government in connection with this visit was much appreciated. In Malaya, Sir Frank Stockdale took part in various meetings and discussions with official and unofficial representatives of agricultural interests. A short period was spent in Ceylon on the homeward journey. Sir Frank Stockdale has prepared a report on the tour for presentation to my Advisory Council. My Assistant Agricultural Adviser, Dr. H. A. Tempany, was seconded to act as chairman of the commission of inquiry into

Scholarships.

the cotton industry of Uganda. During his stay in East Africa Dr. Tempany visited the East African Agricultural Institute at Amani. Professor F. L. Engledow, a member of the Colonial Advisory Council of Agriculture and Animal Health, was appointed to be a member of the West India Royal Commission.

The Colonial agricultural and veterinary scholarship schemes continued on the lines recommended by the Colonial Advisory Council in the report which was presented to my predecessor last year and approved by him. The number of agricultural scholarships awarded during the year was increased to fourteen of which ten were awarded in general agriculture and four in specialist subjects.

Five veterinary scholarships were also awarded, of which four were given to graduates in natural science of British universities and one to a holder of veterinary qualifications. These scholarships serve as the principal channel of recruitment for the Colonial agricultural and veterinary services and have been the means of greatly enhancing efficiency. Difficulties were experienced during the year in obtaining recruits for the veterinary service partly by reason of the increased demands which have arisen for trained veterinarians consequent upon the enlargement of the veterinary services of the Ministry of Agriculture in this country. Consideration has been given to the terms of service of officers of the Colonial veterinary service and conditions have been improved in certain directions. Recruitment has somewhat improved recently but the importance of the scholarship scheme in providing the type of training required for the Colonial veterinary service has been emphasized during this period of shortage of trained veterinarians.

The standard of the applicants for the Colonial agricultural scholarships continues to be high. Those selected for scholarships continue to receive the first part of their training at the School of Agriculture, Cambridge University, and the second part at the Imperial College of Tropical Agriculture in Trinidad. With regard to the latter institution it is but fitting that I should refer to the retirement during the year of Sir Geoffrey Evans who held the post of Principal during the past 12 years, and under whose direction the College greatly developed in utility and in importance. He has been succeeded by Mr. O. T. Faulkner lately Director of Agriculture in the Straits Settlements and Adviser in Agriculture to the Malay States and formerly Director of Agriculture in Nigeria, whilst the post of Professor of Agriculture, which also became vacant during the year, was filled by the selection of Mr. E. Harrison who has had great experience in East Africa and was until recently Director of Agriculture in Tanganyika.

(b) FORESTRY.

It is commonly supposed that forestry is concerned mainly with the growing of timber, but in the Colonial Empire the activities covered by the term extend over a much wider field. As is made clear in Lord Hailey's "African Survey," the importance that attaches in Africa to a forestry regime does not lie only in the extent to which timber can be exploited for export or for home consumption: in many cases forests are valuable primarily for the direct protection that they afford to the water supply or for their influence on climatic conditions, both vital to the methods of livelihood of the African communities.

Over vast areas, in Africa and elsewhere, the maintenance of forest or some other form of vegetal cover is the only cheap and practicable means of preserving the soil from erosion and maintaining its fertility; and the systematic use of vegetation for this protective purpose is a function of the forestry departments that is steadily extending.

The influence that forests exert on climatic environment, by providing shelter from desiccating winds and conserving soil moisture and atmospheric humidity, is of great importance in growing certain economic crops. It is now recognized, for example, that the health and productivity of cocoa plantations in West Africa depend largely on the maintenance of environmental conditions approaching those of tropical evergreen forest; and that wholesale clearing of forest to grow more cocoa may seriously affect production from existing plantations. The problem calls for closer investigation by experts in climatology and plant ecology, and steps are being taken to supply this need.

The studies carried on by forest departments have demonstrated the value of vegetation surveys in determining the uses to which land should be put. Natural vegetation is normally a good index of soil fertility, and the ease and rapidity with which vegetation types can be mapped is of significance in rural planning. The usefulness of the method will be greatly enhanced as air surveys are extended, and meanwhile it is important that the different types of vegetation should be studied and classified on the ground with a view to their identification from the air.

In these circumstances, forestry departments are becoming more and more involved in the study of general problems of rural development and land use, and contacts between them and other departments engaged on similar work have been strengthened. There is room, however, for more co-operation, and the example set by certain dependencies in organizing a

Forestry.

concerted attack on rural problems by the departments concerned with the use of the land should be helpful in promoting this.

The policy of encouraging native administrations in the African dependencies to take an interest in the preservation of forests and to establish timber plantations and fuel and fodder reserves is having good results, particularly in regions where supplies of forest produce are inadequate.

A movement is on foot to promote the more intensive use by local enterprise of forests capable of supplying raw material for sawmills and wood-working industries. An expert from the Forest Service in Malaya, where this movement has been highly successful, recently completed a study of the possibilities of such development in West and East Africa, and considers them promising, provided that the requisite technical advice can be supplied. Owing to high costs of production, sawn timber of the utility class has hitherto been a luxury beyond the reach of the less well-to-do sections of the population; but it is thought that the supply of cheap material, turned out by methods akin to mass production, should result in a substantial broadening of the market and a consequent improvement in standards of housing and comfort for the poorer classes. Development on these lines should in time supersede the present widespread practice of restricting exploitation to relatively small quantities of a few valuable timbers and leaving large quantities of so-called "secondary" timbers untouched.

The Colonial Forest Resources Development Department, an organization set up in 1935, has continued the work initiated in the past by the Empire Marketing Board with the assistance of the specialized services of the Forest Products Research Laboratory, Princes Risborough. The Forest Economist repeated his visit to the West Indies where he was put at the service of a private firm which contemplated the establishment of a local timber industry. Commercial tests and investigations on Colonial timbers have been carried out and market promotion actively pursued by the Department. Advantage has been taken of exhibitions for showing those timbers of which commercial supplies are available from the Colonies, and information has been prepared in suitable form for wide distribution at the World's Fair in New York.

(c) PRESERVATION OF WILD LIFE.

The Second International Conference on the Preservation of Fauna and Flora of Africa was held in London in May, 1938. A final Act was drawn up by the parties to the International Convention of 1933, embodying many recommendations, and subsequent to the Conference I asked all African Governments

Surveys.

to take the necessary steps in order to bring their laws into line with the findings of the Conference. I am happy to state that a widespread adoption of the different measures recommended for preserving wild life is assured.

Many natural reserves and forest reserves have been demarcated during the past year and careful attention has been paid to the protection of animals, birds and fish from illegal methods of hunting. The precautions taken and in particular the banning of cruel snares and traps are doing much for the protection of valuable and rare species.

(d) SURVEYS.

The Colonial Survey and Geophysical Committee has continued to keep in touch with survey work throughout the Colonial Empire and to give valuable advice. Work on the adjustment of the arc of the 30th meridian in Africa is progressing steadily. The major triangulation of Tanganyika Territory is to be completed during the period 1939-43, with the aid of a grant from the Colonial Development Fund. Other questions considered by the Committee included the triangulation of Jamaica which is now almost completed, and the production of a map of Cyprus.

The central pool of survey instruments which was mentioned in last year's review is now established. Contributions of instruments have been received from the Governments of several territories while others have availed themselves of the facilities for borrowing instruments from the pool.

Attention has been devoted during the year to the practicability of making extended use of aerial photography, not only for the production of topographical maps, but also in connection with soil and water conservation, forest reservation, geological exploration, tsetse control, etc. A number of Colonial Governments have been invited to furnish their views on the aerial surveys that have been carried out in their territories, and the Governments of the British dependencies in East and West Africa were invited to consider the possibility of framing a co-ordinated programme of aerial and other survey work.

CHAPTER VI.

ECONOMIC DEVELOPMENT.*(a)* TRADE AND FINANCE.*(i)* *General.*

Since last year's report was written, a revised edition of "An Economic Survey of the Colonial Empire," covering the year 1936, has been published; and the 1937 edition may be expected in the course of the next few months. In this Survey will be found, in a comprehensive form, particulars of the financial and economic condition of the dependencies of the Colonial Empire, including statistical tables. All that can be given here is a summary, in the Appendix, of the estimated revenue and expenditure and the imports and exports of the principal dependencies for the year 1938.

The year, with almost universally low prices for primary products, was one of general decline in total Colonial trade and of consequent shortfall in government revenues. Under the influence of the business recession which began at the end of 1937, most commodity prices declined during 1938. The slight recovery which occurred in the summer mainly as a result of an improvement in business conditions in the United States of America was short-lived; partly as a result of the crisis in September, prices again fell towards the end of the year, but the fall was much less serious than during 1937. The "Economist" index of sterling prices of raw materials fell only by 10 per cent. in 1938 as compared with 25 per cent in 1937; the disparity between the respective falls in the index of dollar prices was even greater. There has been little improvement in prices in the first quarter of 1939, but it now appears that "rock bottom" has probably been reached for most commodities, and that a general improvement in prices of raw materials might be expected to follow the removal of the political uncertainties which impede business activity in the United Kingdom and the United States of America, the two most important markets of the Colonial Empire.

An interesting feature of the year was the contrast between market conditions of the commodities which are subject to regulation schemes and those of commodities which are not regulated. The former—tin, copper, rubber, sugar and tea—exports of which from the Colonial Empire together amounted to about £105m. in 1937, having staged a good recovery from the sudden fall in the autumn of 1937, were not altogether unaffected by the general decline in commodity prices in the early months of 1938; but the rapid action of the committees governing the schemes prevented the fall from getting out of hand and produced a

Commodity prices.

rally at the end of the year which brought prices, with the exception of tea, up to a level above that of the beginning of the year. There has, however, been no further improvement during the first quarter of 1939 and the prices of these commodities, with the exception of tin and copper, are still on what most producers regard as the low side.

Among the non-regulated commodities perhaps the most serious price fall for the Colonial Empire has been that of vegetable oils and oil seeds, the total Colonial exports of which were valued at over £22,000,000 in 1937. Copra, for example, which reached a high point of £26 per ton (for best quality) in January, 1937, fell steadily through 1938 to a low point of £10 per ton in December; while palm oil prices declined by over 20 per cent. and palm kernel prices by nearly 30 per cent. in the same period. There has been no improvement in oil seed prices during 1939 and the immediate outlook is far from satisfactory. One hopeful feature is that the production of whale oil, which has become an important competitor of vegetable oils, is now subject to international regulation, and the output during the 1938-9 whaling season is estimated at 12½ per cent. below the previous year's output. But increases in the production of certain oil seeds, particularly in the Netherlands East Indies, and other factors are likely, in the absence of any material improvement in world demand, to keep prices down.

Cocoa is another important Colonial commodity, the price of which has been very unsatisfactory during the last year, and is still at a level not much above that of the worst years of the great depression. More will be said about this commodity later in this chapter. The market for citrus fruit—a commodity of first importance to Palestine and of secondary importance to certain West Indian dependencies—has been even less satisfactory than in previous years, though it improved in the closing weeks of the winter season. Supplies of grapefruit have increased more rapidly than the expanding consumption in the United Kingdom, the principal market; and it is extremely doubtful whether, at current prices, Colonial producers are able to meet even the expenses of marketing. Oranges have been only a little better. East African sisal prices have remained depressed in spite of a record wheat crop in certain areas, which should have stimulated the demand for sisal, the raw material for binder twine, and it is being increasingly realized that the position of the commodity will never be really satisfactory until further openings for sisal fibre are found outside the binder-twine market, and until greatly improved marketing methods are adopted. Some progress has been made on the latter point during 1938: the organization of producers in East Africa and in London has been taken seriously in hand and arrangements for the establishment of a terminal market are being discussed.

Low prices of primary products.

There is reason to suppose, however, that little progress will be made until greater co-operation can be established on an international scale between the producers of the various competitive hard fibres, of which the chief is Manila hemp.

Cotton is of importance to several dependencies, especially Uganda. The price of American middling cotton remained fairly consistently below 5d. per lb. in 1938—it fell as low as 4d. in May—and was, at the end of the period to which this paper relates, only a little over that figure. Prospects of an early improvement have been impaired by market uncertainty over American cotton policy. The position of coffee has been a little better; events of the past year have shown that the excess supply of “sharp” coffees, which has resulted from the adoption of a new policy in Brazil, does not completely undermine the market for “mild” coffees of the type produced in East Africa, so long as there is not too great a supply of these also.

The comparison between the course of prices of regulated and non-regulated commodities prompts the question whether it would not be desirable to attempt to frame regulation schemes to cover the more important commodities which are not at present subject to such schemes. The desirability of a scheme for sisal has already been referred to, and it appears that agreement between producers on an international scale should not be beyond the bounds of possibility. For cloves too—a commodity the production of which for export is practically confined to Zanzibar and Madagascar—a regulation scheme may shortly be considered. On the other hand, there seems to be little possibility of a scheme for cocoa, in view of the complex conditions in the various producing countries, particularly in South America, and the apparent difficulties of regulating under West African conditions. No general application of regulation schemes to the remaining important Colonial commodities appears possible.

The effect of continued low prices for primary products during the last year on the value of Colonial Empire trade and on government revenues has been very marked, as a comparison of the tables in the Appendix to this paper and those in the Appendix to the last paper will show. So long as international trade remains at its present depressed level a general recovery in the trade of the Colonial Empire cannot be expected. Recovery in the United Kingdom and the United States of America, the principal markets for Colonial products would, of course, do much to help; but improvement in the economic prosperity of Colonial dependencies would still seem to be dependent principally on the introduction of better marketing methods for present exports and in the development in the supply and demand of

commodities for local consumption. The work of the Colonial Empire Marketing Board in connection with the improvement of marketing methods for Colonial produce is described later in this paper. As regards the encouragement of production of commodities for local consumption, a recent memorandum prepared for the Economic Committee of the League of Nations by Professor N. F. Hall has emphasized that large parts of the world including the Colonial Empire suffer from under-consumption and that the need to stimulate the consumption of nutritional foodstuffs is a pressing one. To some extent the adoption of a money economy and the stimulation of the production of cash crops for export is tending to undermine the self-sufficiency of the native communities in certain Colonial dependencies and has linked their prosperity too closely with the course of world trade and world prices. For the most part the local populations of the African dependencies produce all the food which they need for ordinary purposes, however much they may have become dependent on imported luxuries such as biscuits and tinned meat for variety in their diet; and it is in this field that there exists a wide scope for improving the standard of living of natives by agricultural instruction to encourage the increased production of foodstuffs for home consumption.

(ii) *Commodities subject to Regulation Schemes.*

During the year, the rubber and tea regulation schemes have been extended for further periods of five years, the tin scheme has been supplemented by the conclusion of a tin buffer stock agreement, and the International Sugar Council has adopted measures which have greatly added to the effectiveness and flexibility of the sugar scheme. Owing to the heavy fall in demand for tin, and the large production which events forced on the signatory countries in 1937, leading to a rise in stocks and a fall in price, the quota was reduced in the second quarter from 70 per cent. to 55 per cent. The price, however, continued to fall to a low point of £153 in May; but thereafter the institution of the buffer stock, and the reduction of the quota by a further 10 per cent. caused a quick recovery which has since been maintained. The price has been almost stable, at £215 per ton, as a middle price, since October, 1938. Broadly, the effect of the buffer stock agreement is that a stock of 15,000 tons of tin is being accumulated by the Buffer Stock Executive on behalf of the countries in the scheme. The accumulation is now practically completed. This stock, and the cash resulting from its sales will be used within the selling and buying limits of £230 and £200 to minimize fluctuations in the price of tin. The significance of the buffer stock is that, while the general policy remains, as before, to adjust long-term supply to long-term demand by varying the quota, the buffer stock will provide a

Regulation schemes; copper, rubber, tea.

subsidiary means of adjustment to meet those rapid changes which constantly occur in the temporary demand and in the market situation. The outlook for tin is decidedly favourable: production is at present below demand, and the prospects of an increasing demand in the near future are not unsatisfactory.

The copper scheme, being unofficial, presents an interesting contrast to the official tin scheme. The price of copper fell to a low point of £32 in May, 1938, and from the 1st July quotas were reduced from 105 to 95 per cent. When the price rose to £48 in October, partly as the result of the international crisis, the regulation scheme was suspended, but it was reintroduced in December at 105 per cent. The quota was reduced to 100 per cent. at the beginning of 1939, and a further reduction has since been made. The controllers of the scheme have thus adopted the policy of rapid and frequent changes in production, to meet alterations in the price, in a way quite different from that followed by the Committees in charge of the official Regulation Schemes.

The fall in the demand, the rising stocks, and the drop in the price of rubber to a little over 5½d. per lb. in May, 1938, were counteracted by a reduction in the quota to 45 per cent. for the second half of the year. The price recovered to 8½d. as the average for October. On the 1st January, 1939, the new International Rubber Regulation Agreement, which broadly continues the main principles of the original Agreement for a further five years, came into force. The most important changes are the upward adjustment of basic quotas, the permission of a limited amount of new planting, and the increase in the consumers' panel to four members, of whom two are to be representatives of consumers in the United States. With the introduction of the new Agreement, quotas were increased to 50 per cent., which represented, in relation to the increased basic quotas, a substantially higher rate of release than during the previous quarter.

The new International Tea Scheme came into operation on the 1st April, 1938, and the quota was increased to 92½ per cent. for the first year of its operation. As a result, stocks in the United Kingdom, which had stood at about 217 million lb. at the end of 1937, rose to 243 million lb. in December, 1938, and are now above that figure. A further result of increased releases was that prices declined, the price of high quality teas having fallen between March and December, 1938, from 17d. to 15d. The regulating committee accordingly decided to reduce the quota to 90 per cent. for the year 1939-40.

The new International Tea Agreement repeats for the most part the provisions of the old one, the most important change

Regulation schemes; sugar.

being that the Committee responsible for the scheme is now appointed by the Governments and not by the producers as previously, and has full powers to fix the quota from time to time without reference to the Governments concerned. The position of the East African tea-producing territories (Tanganyika, Kenya, Uganda and Nyasaland) and Malaya under the new scheme has also changed. The former acceded to the original scheme in 1934 under an arrangement by which they each undertook to limit new planting to an agreed acreage and were in turn supplied with tea seed from regulating countries. It has now been agreed that the East African territories should enter the new Agreement on the terms of individual standard quotas fixed by deducting an agreed allowance for local consumption from the total potential production of each territory. The permissible exports of the territories will thus be governed by the annual quotas declared by the International Tea Committee. In fixing the figure for potential production, further allowances have been made for increasing the acreage under tea to a figure which is calculated to bring the size of existing plantations up to economic units. Arrangements are being made for continuing to supply the East African dependencies with tea seed from the other territories to which the Agreement applies. As regards Malaya, negotiations are proceeding as to the terms of her association with the control scheme.

The International Sugar Agreement differs from other regulation schemes in that the quotas are fixed by the Agreement and the Council may not reduce these quotas by a majority vote by more than 5 per cent., and that only during the first two quota years (beginning the 1st September, 1937 and 1938, respectively). Any further reduction of quotas requires a unanimous vote of the Council. Sugar prices followed the general downward trend of commodity prices in the first half of 1938 and the lowest level of 4s. 9d. per cwt. was reached in April. When the Council met in July, 1938, it was obvious that a 5 per cent. reduction of quotas would be insufficient to equate supply to demand during the second quota year. A solution was found by all parties agreeing to make further voluntary releases of quota, the result of which was a great increase of confidence and a substantial rise in the price of sugar. The price at the end of 1938 was slightly above the price in January of that year, and has since risen above 7s. A short crop in India and political uncertainty in Europe have combined to increase demand to a point which is likely to necessitate the return of part of the quotas released last July and prospects are good until September next. But the third quota year, which begins on the 1st of October, is likely to be a difficult one.

*Oil, cocoa.**(iii) Commodities not subject to Regulation Schemes.*

In accordance with Lord Harlech's announcement in the House of Commons in July, 1936, steps have recently been taken to bring the oil-mining legislation of the Colonial dependencies into line with the United Kingdom law. The intention is that foreign nationals and companies should be able to obtain oil concessions in the Colonial Empire on equal terms with British nationals, provided that they form a British Company for the purpose and that they are nationals of a country which grants reciprocal rights to British nationals and companies engaged in oil mining. It must be reported with regret that the oil surveys of Kenya and Tanganyika have been completed without success. Investigations are, however, still being carried out in Cyprus and Uganda. In addition, two companies are exploring for oil in British Honduras and British Guiana, a preliminary survey of the Aden Protectorate has been carried out and further exploration work is likely to be undertaken in British Somaliland in 1939. In Palestine revised oil-mining legislation has been introduced.

When last year's report was written the report of the Commission on the marketing of West African cocoa had not been received. This report was presented to me early in September, 1938, and it was found to contain recommendations of a far-reaching nature for reorganizing the marketing of cocoa, particularly in the Gold Coast. The Commission's recommendations included the setting up of a Cocoa Farmers' Association with powers to acquire all cocoa produced in the Gold Coast and to dispose of it either to merchants operating in the Gold Coast or to oversea buyers. For Nigeria the main recommendation of the Commission was that the Department of Co-operation should be extended and that greater encouragement should be given to the formation of cocoa co-operative societies and selling unions. The recommendations of the Commission are now being considered in the colonies and at home.

Meanwhile the price of cocoa has remained low. The hold-up of supplies by Gold Coast producers came to an end in April, 1938, and the bulk of the Gold Coast 1937-8 crop was exported during the late summer months under a government licensing scheme. In spite of this regulation of exports, the price, which had been as high as 32s. 6d. per 50 kilos in February, fell to 17s. in May and remained low but steady while the crop was being marketed. The firms' buying agreement was not re-introduced for the 1938-9 buying season, and the crop has been marketed in a normal manner. The price, has, however, been only a little above 20s. per 50 kilos and the greatly reduced purchasing power of the native growers has had serious effects on both the import trade and government revenue.

It has been widely represented that the cause of the present depressed price is over-production and that efforts should be made to introduce an international regulation scheme. This suggestion has been studied, but the conclusion reached was that there were so many obstacles in the way of success that no useful purpose would be served by proceeding to discuss the question with the other countries concerned. In any case, the statistical position of cocoa is not so unfavourable as the present price would make it appear. Statistics of consumption are lacking and estimates are subject to a fairly wide margin of error, but there is reason to believe that world consumption actually exceeded world production during 1938 in spite of the decrease in United States consumption. As in the case of so many other Colonial commodities, prosperity of the cocoa industry depends very largely on the course of business prosperity in the United States.

Lord Harlech described in his report last year the situation which led to the boycott of Zanzibar cloves in the Indian market. The boycott coincided with a record crop, and as a result stocks of cloves in the hands of the Clove Growers' Association of Zanzibar, which under its buying monopoly was obliged to purchase all cloves offered, had mounted up. In July, 1938, a solution was reached under which the buying monopoly of the Association was considerably modified. Exports to India and elsewhere were resumed and accumulated stocks were reduced. Although there is little prospect of reducing stocks to a normal figure in the immediate future, a very short crop this season has assisted in this direction. The general position of the clove market has, however, been causing the local Government some apprehension, and consideration is being given to the possibility of framing, in conjunction with Madagascar, the only other substantial producer of cloves, a regulation scheme.

(iv) *Commercial Relations.*

From the point of view of commercial relations, by far the most important event in the year was the negotiation and signing of the trade agreement between the United Kingdom and the United States of America. It has for a long time been the policy of His Majesty's Government in the United Kingdom to include the Colonial dependencies within the scope of any trade agreements or commercial treaties which they make with foreign powers, but never before had the rôle which the Colonial Empire played in such an agreement been of such importance, the trade involved so great (the United States of America is by far the Colonial Empire's best foreign customer), or the benefits conceded and received on so big a scale. A number of other commercial treaties and trade agreements covering the Colonial Empire were signed or negotiated during the year, but none of such importance as to merit special mention in this paper.

Currency.

The Government of Canada has given notice of the termination of the trade agreement between the West Indies and Canada. It is intended to start negotiations for a new agreement to take its place as soon as possible.

The model customs ordinance, which had been under preparation for some years, has been completed and its provisions have already been put into force in Trinidad. The model ordinance should be a valuable influence in the consolidation of customs legislation throughout the Colonial Empire. There have been no major changes of tariffs, but some preferential margins were reduced as a result of the trade agreement with the United States.

(v) Currency.

A new alloy coinage with a security rim has been introduced into the areas controlled by the West African Currency Board. An agreement between the Straits Settlements and the Malay States for the establishment of a currency commission has recently been given legislative effect in those territories and a new Malayan currency on the usual sterling exchange lines will shortly be introduced. Ceylon notes are at present convertible into Indian silver rupees but early legislation is contemplated for a rupee exchange system similar to the sterling exchange system referred to above and with a conditional parallel link with sterling.

The volume of currency circulating in the Colonial Empire continues to remain on a high level. The reserves held against note issues remain more than adequate to cover notes in circulation. Events in the Far East have caused less disturbance in the currency of Hong Kong than might have been expected. There was no reduction in the note issue of the Hong Kong and Shanghai Banking Corporation which is the chief form of currency in the Colony. The exchange value of the Hong Kong dollar has remained very steady; it is maintained by the exchange fund which continues in a strong position.

(vi) Colonial Development Fund.

*It will be recalled that this Fund was established under the Act of 1929 with the twofold object of aiding agriculture and industry in the dependencies and thereby promoting commerce with, or industry in, the United Kingdom. During the year under review the Colonial Development Advisory Committee recommended grants of assistance from the Fund of a total

* The figures given in this paragraph are provisional. Final figures for the year are not yet available.

amount between six and seven hundred thousand pounds. Projects towards which help has been given include agricultural, medical and veterinary research schemes, water irrigation and drainage schemes, construction of roads and bridges and the colonization of islands in the Pacific. Applications for assistance were received to the extent of about £1,500,000, but the Committee is precluded under the terms of the Act from making recommendations for expenditure exceeding £1,000,000 in any one year. Some £735,000 were issued from the Fund during the year of which the greater part was, of course, in respect of schemes initiated in previous years.

The total assistance recommended by the Committee from its inception in 1929 is £7,908,988, and the amount actually issued is £5,833,809. The Fund has financed, or has helped to finance, a great many undertakings for the development of the dependencies, and throughout this paper references will be found to specific instances of schemes which have received help from the Fund. It is therefore not necessary to give a complete review of them here. †

(vii) *Colonial Empire Marketing Board.*

This Board was constituted in October, 1937, and its work during the past year has been largely exploratory. Useful contacts have been made with institutions, commercial concerns, and consumers generally. The Board has received inquiries relating to over 50 different Colonial products and has conducted complete marketing investigations regarding certain little-known commodities, namely St. Vincent arrowroot, West Indian fresh limes, Kenya passion fruit juice, and St. Helena hemp (phormium tenax). A series of lantern slides and lectures descriptive of all Colonial products of interest to the grocery trade has been prepared and will be distributed by the Institute of Certificated Grocers to trading centres under its control. A grant has been made towards the cost of renewing the Colonial film library at the Imperial Institute and a film of the Colonial Empire is now in course of production. A comprehensive brochure covering the story of the growth and development of the Colonial Empire is nearing completion.

The Board has taken over the exhibition work previously performed by the Colonial Office and it was therefore responsible for the Colonial Empire exhibit at Glasgow. A display was organized by the Board at this year's British Industries Fair, and at the World's Fair at New York the Board has not only prepared an exhibit of the economic resources of the Colonial dependencies but has made arrangements to present,

† Details of the schemes financed by the fund are published in the annual reports of the Colonial Development Advisory Committee. See Cmd. 5789, 1938.

Loans, communications.

visually and orally, an indication of what is being done by Colonial Governments in the sphere of social welfare.

(viii) *Loans.*

During the period 1st April, 1938, to 31st March, 1939, the following issues were made by the Crown Agents for the Colonies of stock which is quoted on the London market. Of these the only public cash issue was that of Jamaica stock in January, 1939.

Date of Issue.	Colony.	Nominal Amount.	Rate of Interest.	Redemption date.
22nd April, 1938 ...	Jamaica	£ 340,000	Per cent. 3	1st May, 1949.
22nd April, 1938 ...	Sierra Leone.	306,834	3	15th April, 1954.
1st November, 1938...	Jamaica	380,000	3*	15th April, 1956/1961.
20th January, 1939...	Jamaica	1,300,000	3½	1st September, 1955/1959.
18th March, 1939 ...	Ceylon	1,015,000	3½	15th April, 1954/1959.
31st March, 1939 ...	Uganda	614,400	3½*	15th February, 1955/1965.

* Added to the existing issue.

The total amount of Colonial Government marketable stocks domiciled with the Crown Agents for the Colonies on 31st December, 1938, was £87,000,000.

(b) COMMUNICATIONS.

(i) *Merchant Shipping.*

In March, 1939, the Imperial Shipping Committee published its report on the position of British shipping in the Far East. This report will be brought to the notice of the Governments concerned. Prior to the period under review the International Convention for the Safety of Life at Sea, 1929, had been applied to the Straits Settlements and Hong Kong. During the last 12 months the International Load Line Convention, 1929, also was applied to these two Colonies, which have thereby assumed the obligations of what are perhaps the two most important international conventions which have been concluded in recent years for promoting the safety of shipping.

(ii) *Aviation.*

The Empire Air Mail scheme, under which all first-class mail is carried by air without surcharge and which was inaugurated on the England—Egypt—South Africa route in June, 1937,

and on the England—India—Malaya route in February, 1938, was extended to Fiji and the Western Pacific High Commission territories at the end of July, 1938, and to Hong Kong early in September, 1938. No air service is yet operating to Fiji or the Western Pacific Islands but correspondence exchanged between those dependencies and other parts of the Empire enjoys the benefit of carriage by air on the England—India—Australia air route.

The local air service established in Malaya in 1937 has been expanded and now operates daily between Singapore and Penang, calling at Kuala-Lumpur and Ipoh *en route*. It also operates, twice weekly, between Penang and Kota Bharu, Kelantan. The air service between Ceylon and India has also been expanded and now operates five times weekly.

Rhodesian and Nyasaland Airways, which already operates local air services between Beira, Blantyre, Salisbury and Lusaka, established in May, 1938, an air service in Nyasaland between Blantyre and Fort Jameson, via Lilongwe, and has more recently established a service in Northern Rhodesia between Fort Jameson and Mongu, via Lusaka.

A local air service was established by Elders Colonial Airways between Bathurst and Freetown in June, 1938, and now operates once weekly in each direction. Surveys are proceeding with a view to the eventual linking up of this service with an air service to be operated between England and Bathurst, via Lisbon, and also with the service which is already operated between Lagos and Accra, and which connects at Khartoum with the England—Egypt—South Africa air route.

In September, 1938, Palestine Airways, Limited, instituted a daily air service between Tel Aviv and Haifa, with an extension to Beirut three times weekly.

The Bermuda—New York air service, which is run jointly by Imperial Airways and Pan American Airways, operated regularly throughout 1938, but on the 21st of January, 1939, Imperial Airways' flying-boat *Cavalier* was forced down and sank, with the loss of three lives, whilst *en route* from New York to Bermuda. Arrangements are being made to provide another flying-boat to operate the service, which in the meantime is being maintained by Pan American Airways alone. A Dutch air service was inaugurated early in 1939 between Curaçao and Trinidad and between Trinidad and Barbados. In December, 1938, a representative of the Air Ministry proceeded to the West Indies to investigate, in consultation with the Colonial Governments concerned, the possibilities of the establishment of a British inter-island air service and to advise those Governments in regard to the aerodrome and other facilities which would be required for the purpose.

*Further means of communication.**(iii) Road and Rail Transport.*

During the year under review the co-ordination of road and rail traffic and the control of road transport continued to engage attention. In Nigeria it was decided to maintain the railway link between Minna on the main Kaduna-Lagos line and Baro on the River Niger. This line acts as a feeder to the river transport system and it will operate for limited traffic for ten years. The Nigerian Transport Advisory Board considered policy regarding wharfage development at the principal ports and the need for more traffic on the Eastern Railways serving Port Harcourt.

In Malaya the Transport Board began work as licensing authority for public road passenger services and goods vehicles on 1st January, 1938. The public hearing of applications for road passenger service licences was practically completed by 30th June, 1938, by which date time-tabled services at reasonable fares were operating with modern vehicles on most routes.

Colonial laws dealing with motor vehicles and compulsory third-party insurance are being modernized and during the year under review legislation has been enacted in British Honduras, Ceylon, Gambia, Jamaica, Leeward Islands, Nigeria, Nyasaland, Uganda and Windward Islands.

(iv) Cables and Wireless.

As indicated in the statement published last year, the scheme for all-Empire flat rates of charges for certain classes of telegrams was introduced on the 25th April, 1938. Since that date Cable and Wireless Limited, and its associated companies, have pursued their policy of the rationalization of telegraph rates, and with effect from the 1st January, 1939, the reduced rates for inter-Empire traffic were extended to telegrams exchanged between British ships and wireless stations in Empire countries. On the 15th April, 1939, a maximum rate of 2½d. per word for press telegrams within the Empire was introduced. This reduced rate applies to almost all Empire countries.

With a view to strengthening the communications system of the Empire and to enabling experimental work to be undertaken, Cable and Wireless Limited are considering the installation of emergency wireless telegraph and telephone apparatus at each of the cable stations maintained by the Company in the Colonial Empire at which no commercial wireless service is already in operation. The new apparatus, if installed, would be a valuable stand-by in case of emergency or when communication by cable is interrupted and would enable communication with ships to be provided at places where such services do not already exist.

CHAPTER VII.

ARCHAEOLOGY.

Palestine, Cyprus and Malta, as is well known, possess archaeological remains of exceptional interest. It is not so widely realized that relics of early civilization have been discovered elsewhere in the dependencies. Wherever such discoveries have been made His Majesty's Government has a keen interest in revealing them and in preserving them, both on account of their scientific and historical value to scholarship and on account of the susceptibilities of the local people, who naturally tend to regard these evidences of their cultural origins with reverence and pride.

During the year 1938 fourteen licences were issued by the Government of Palestine for archaeological excavations, soundings or clearances. The department of antiquities continued its own excavations at the Citadel at Jerusalem and at Khirbet el Mefjir, near Jericho. In addition, research was undertaken into the history of the north wall of Jerusalem and the Damascus Gate. A number of historical sites were demarcated in connection with land settlement. A new schedule of historic sites and monuments is being prepared, and work on the general bibliography of all Palestinian sites has been continued.

A grant from the British Council has made it possible to found a Professorship of Archaeology at the Royal Malta University, and it is hoped that this will prove a starting point for a more exhaustive development of Malta's archaeological wealth. A survey of the historic monuments of the islands is projected. The curator of the archaeological section of the Malta Museum is now on study leave in Europe, and after working on sites in England is to proceed to Rome and Athens.

Work continues on the preservation of ancient monuments in Cyprus. In addition to the amount spent from Cyprus government funds, generous assistance has been given towards this work by Lord Mersey's Cyprus Committee and by the Carnegie Corporation. Among the most notable of the monuments on which work has been done are the Castle of St. Hilarion, Bellapais Abbey, and the fortifications of Famagusta. An official from the Office of Works, who was seconded to the Cyprus department of antiquities as superintendent of works, has now returned to England, having during his stay in Cyprus trained a Cypriot official who is now carrying on his work.

It has been decided to establish a museum for mediaeval antiquities in Nicosia, in addition to the existing museum of ancient archaeology.

The Ife bronze heads.

The curator of the museum, Mr. P. Dikaios, visited England in the autumn of 1938 and delivered several lectures before learned societies in this country on the excavations which he has been supervising.

It has been known for some twenty years that excavations at Ife in Nigeria had revealed bronze heads of high antiquity, artistic merit, and uncertain cultural origin. The discovery of further bronze heads of this type early in 1938 served to quicken interest in these evidences that an early civilization had existed in the Yoruba country of Southern Nigeria. It also served as a reminder that there were other interesting antiquities in West Africa such as the stone figures of Esie in Nigeria and the gold ornaments of Ashanti. In January, 1939, the Government of Nigeria made an Order in Council enabling the Governor to control the exportation of antique African sculptural works of art. Since then, I understand the native authority of Ife has taken action to protect the antiquities in the area under its administration. I have instituted enquiries with a view to the enactment of legislation throughout West Africa to secure the protection of indigenous African objects of ethnological culture or aesthetic interest.

CHAPTER VIII. .

DEFENCE.

During the international crisis of September, 1938, Colonial Governments put in hand defence measures where these were necessary. The defence machinery worked smoothly and the local populations gave ready co-operation wherever they were called upon to do so. Naturally the opportunity has been taken in all the dependencies to review defence arrangements in the light of the experience gained during the emergency.

The Inspector-General, Royal West African Frontier Force and King's African Rifles, is now charged with the inspection of all military forces in the African Dependencies. The title of his post has been changed to that of Inspector-General, African Colonial Forces.

The reorganization of the Royal West African Frontier Force and the King's African Rifles, to which reference was made in the review for 1937-8, is nearing completion. The Inspector-General has visited all the African dependencies during the past year in order to discuss details of the reorganization, and to concert plans for such connected matters as the organization of mobilization stores. He also has taken the opportunity of advising on the reorganization of the local Volunteer Forces in East and West Africa with the particular object of ensuring that those forces should become sources from which officers could be drawn in case of need for native units in time of war.

The Malay Regiment, which is maintained by the Government of the Federated Malay States, has now passed beyond the experimental stage, and early in 1938 was declared fit for war after inspection by the General Officer Commanding, Malaya. It now forms an integral part of the permanent garrison of Malaya. There has been an expansion of the Royal Naval Volunteer Reserve in Malaya by the formation of a new unit to be stationed at Penang.

The Ceylon Mounted Rifles and the Ceylon Planters Rifle Corps were amalgamated during the year into one unit.

Good progress has been made with the strengthening and improvement of the Volunteer Forces of the West Indian and neighbouring dependencies. The Corps of Signals, recently formed as a new unit in the local forces of Jamaica, had a successful initial year. The Jamaica Volunteer Force was called out for duty during the disturbances which broke out in Kingston and elsewhere in April, 1938, and its services were warmly praised in the report of the local commission of enquiry.

The opportunity was taken of a visit to the Falkland Islands of H.M.S. *Exeter* for the carrying out of special exercises in

Co-operation in defence.

conjunction with the local Defence Force, and a very satisfactory report was received on the standard reached by the Defence Force in these exercises.

A number of Colonies have had to prepare plans for passive defence against air attack. Expert advisers on air-raid precaution measures are now in the service of a number of Governments (e.g., Gibraltar, Malta, Aden and Hong Kong), while Colonial officials receive training in passive defence measures at courses in this country. These officers are responsible for courses of instruction in the dependency to which they belong.

Another question to which much attention has been paid by Colonial Governments is that of using man-power to the best advantage in time of war. Provision exists in the legislation of some dependencies (e.g. Hong Kong and the Straits Settlements) for a compulsory scheme of registration applicable to British subjects. Such compulsory registration is not, however, being enforced at present; and in most other dependencies where registration schemes are in operation or are contemplated (e.g. Gibraltar, the Gold Coast, Tanganyika, and Northern Rhodesia) they are on a voluntary basis. The response hitherto made to such voluntary schemes is excellent. Care is being taken in the Colonial dependencies, as in this country, to ensure that men employed in key posts in civil life are not regarded as available for whole-time combatant service in war.

Some dependencies have drawn up plans for maintaining supplies of food during a period in which their external communications may be subjected to severe interruption; and in most dependencies arrangements for the control of supplies and of prices during war are being concerted.

The attention of all Colonial Governments was drawn during the year to the question of co-operation by every part of the Empire in Imperial defence. It was pointed out that every dependency, from the smallest and least well endowed to the largest and most wealthy, had its own part to play. An indication was given of the ways in which the active co-operation of Colonial dependencies was particularly desirable. Such co-operation has been amply given by all Colonial Governments within the measure of their resources. Reference is made below to some contributions in money which have been made by certain Governments towards the cost of Imperial defence: but it would be invidious to refer to those alone and not to emphasize the fact that all Colonial Governments are playing their part.

In the Straits Settlements the Legislative Council unanimously voted on the 31st October, 1938, a sum of \$10,000,000 (£1,167,000) to be paid at the rate of \$2,000,000 annually for the next five years, as a further contribution towards the cost of Imperial defence. In April, 1939, the Legislative Council added

a further contribution of a million pounds. These sums have been given over and above the standing contribution of £467,000 which the Colony makes each year towards the cost of Imperial defence and its expenditure (approximately £70,000 per annum) on local forces. They follow, too, on gifts of £58,000 for Imperial defence which the Colony has made annually since 1934. In 1938 the Governments of the several Malay States agreed to share in the cost of expanding the local volunteer naval and air forces. It was mentioned in the review for 1937-8 that the Sultans and peoples of the Federated Malay States had made a gift of £289,000 to cover the cost of two new squadrons for the air defence of Malaya.

The regular contributions which are made towards the cost of Imperial defence by a number of dependencies where an Imperial garrison is stationed, viz., Bermuda, Straits Settlements, Hong Kong, Ceylon, Mauritius and Jamaica, were maintained during the year under review. The annual contribution paid by Hong Kong has been revised, and from the 1st January, 1939, is fixed at £375,000 a year. The Government of Fiji again made a voluntary contribution of £F5,000 towards the cost of Imperial defence. The Government of Cyprus has continued its annual subvention of £10,000.

CHAPTER IX.*

THE AFRICAN DEPENDENCIES.

(a) WEST AFRICA.

The eighteen hundred miles that formerly separated the four West African dependencies into self-contained units are shrinking towards a day's flight. The Gambia and Sierra Leone were linked by air during the year, and surveys are proceeding with a view to completing the chain of which the third link, from the Gold Coast to Nigeria, is well established. Greater co-operation is following improved communications. In June, 1938, a Conference of West African Agricultural Officers was held at Lagos, and was attended by Veterinary and Forestry Officers as well. In November the West African Health Officers came together in the same place. The increasing business of the West African Court of Appeal has been expedited by arranging for the Court to sit in divisions. The Royal West African Frontier Force, newly clad in uniforms designed to give protection against gas, has also benefited from inter-territorial co-operation through an arrangement whereby a company from Sierra Leone changed places with the Gambia company, so that the latter might undergo training with the rest of the Sierra Leone Battalion. During the year laws were passed for the creation of volunteer naval defence forces for the four dependencies, and recruitment is proceeding. The mainspring of the machinery of co-operation in the future will be the Conference of West African Governors, who are to hold their first meeting in August.

(i) *Nigeria.*

Nigeria, with her twenty million people, has had a year of low prices and reduced revenue, but the strength of her reserve funds has justified the maintenance of the developmental services without any serious curtailment. New taxes had to be imposed, but they are designed to raise the necessary revenue without impairing the standard of living of the African. The people of the country have continued to increase their savings bank deposits. They have founded 57 new co-operative marketing societies. Many more of them have taken to mixed farming. Among the achievements of the government departments have been the inoculation or vaccination of very nearly a million cattle, the opening of a school for higher training in forestry, the building of a training centre for women teachers, and an

* This and the following chapters are concerned only with events and tendencies which have not been mentioned under the subject headings earlier in the paper.

increased enrolment of girls in the schools of the Northern Provinces of 40 per cent.

The railway administration improved the salaries and wages of its African staff at a recurrent cost of over £100,000. The Bonny River has been lighted and its bar has been deepened, and the erosion which was endangering the port of Victoria has been stopped.

Local government in the Protectorate of Nigeria has for many years been entrusted to the indigenous African authorities, and during the year under review this policy was extended to the Colony, which includes the port of Lagos and its surroundings. In this area four native administrations, each with its separate budget and courts, were established during the year. These new administrations assumed the responsibility for tax collection and were instrumental in introducing a system of differential assessment according to the means of the individual. The policy of giving the native administrations a greater share of the direct taxation has been carried further, so that they may be better able to finance social services within their areas.

Lord Hailey, in his "African Survey", has posed the question of the future of the native administrations. Can they be integrated into the larger units which, as we may expect, will naturally evolve as African public opinion gains a common attitude towards problems affecting large districts? With this question in mind, I attach great importance to the conferences of chiefs which have been held in Nigeria. In 1938 the Emirs of the Northern Provinces met at Kaduna and the Yoruba Chiefs met at Ife. I welcome the Governor's statement that he is more than ever convinced of the value of these gatherings.

In the Owerri Province some demonstrations took place in connection with demands for the payment of tax. This trouble has now subsided and the people are to be reassessed on a more scientific basis than has hitherto been possible.

(ii) *Gold Coast.*

The Gold Coast Colony and Ashanti, during the early months of 1938, were still in the throes of the cocoa "hold-up," which has been described in an earlier chapter. The co-operative movement passed through the difficult year of the hold-up with credit. The accumulated funds and deposits of societies enabled them to tide their members over the period of financial stringency by means of loans. The formation of central societies has been successful, and several of these have made the experiment of marketing their cocoa direct in the United Kingdom.

While the condition of the world markets has reacted unfavourably upon government revenue, a number of much needed public works have nevertheless been undertaken; the total approved provision for this purpose during the year was about £414,000.

Sierra Leone; Gambia.

For instance, new roads have been made, drainage and water works have been undertaken and extensions of electricity supply and increased hospital accommodation have been provided for Africans and for Europeans. In addition to the above works, about £123,000 was approved for railway capital works.

A law is being introduced to promote the setting up of native treasuries in the Colony. The Northern Territories, unaffected by the cocoa crisis, have continued to improve the efficiency of their native administrations, which now collect total annual revenues of nearly £80,000 as compared with only £860 five years ago.

The work of the social services has been mentioned in earlier chapters: but I may refer here to certain salient examples of progress. The new art course at Achimota has made a very good beginning. Satisfactory progress has been made with the building of the new government technical school. To its earlier scholarship scheme the Government added in 1938 two dental scholarships, the holders of which have made such excellent progress with their preliminary training that they are expected to begin their studies in England within the next four months.

The people of Ashanti have given a gold plaque and a silver bell to H.M.S. *Ashanti*, which has adopted the Ashanti porcupine as a badge and the proverb "Kum Apim, Apim Beba" (Kill a thousand, a thousand will come) as a motto.

(iii) Sierra Leone.

During the year under review the process of setting up native administrations in the Sierra Leone Protectorate continued smoothly. Whereas 12 chiefdoms were recognized in 1937, this number was increased to 22 in 1938. During 1937 some 300,000 people were living under the new system; this was increased to 430,000 in 1938 and it is expected that in 1939 some 700,000 to 800,000 out of a population of about 1,600,000 will be living under this form of government.

In the Peninsula area of Sierra Leone Colony the Rural Areas Administration referred to in last year's statement was inaugurated at the beginning of 1938 and is on a firm financial basis.

During the period under review there was some labour unrest and strikes occurred, principally in the neighbourhood of Freetown.

(iv) Gambia.

In the Gambia the year witnessed a rapid deterioration in the financial position which necessitated strict economy. Nevertheless a new hospital costing over £20,000 was opened in April at Bansang, and the Bathurst water supply scheme, financed partly from the Colonial Development Fund, was completed. A

successful health week was held in Bathurst, with films, lectures and demonstrations as its main features. A labour advisory board was set up, but no disputes occurred. The grant by the Colonial Development Fund towards the cost of the immunization of cattle against rinderpest has now been fully spent but the scheme, which is of considerable importance, is continuing in a modified form at government expense. Native administrations in the Gambia are developing slowly and tend at the moment rather towards improving the native tribunals than towards setting up native treasuries.

(b) EAST AND CENTRAL AFRICA.

Further progress has been made towards realizing the functions assigned to the East African Governors' Conference by the Joint Select Committee of Parliament which reported in 1931. In June the Governors discussed the organization of the new College at Makerere, soil conservation problems, the centralization of medical and veterinary research, questions connected with the coffee, tea and sugar industries, and the use of the cinema and broadcasting as instruments of native enlightenment. Conferences of representatives of three or more territories were held under the auspices of the Governors' Conference to consider such varied matters as the regulation of the sugar industry, the production and marketing of coffee, the creation of an East African Publicity Association, forestry policy and the marketing of timbers, medical and veterinary research and administration, and rinderpest. An account of the striking results achieved by the Rinderpest Conference will be found elsewhere in this report. I have already described what progress has been made with the new Makerere College at Kampala; it is appropriate to mention it here as a joint achievement of the East African Governments.

(i) *Kenya.*

In February, 1939, two Orders in Council were made which, together with the ancillary local legislation, are intended to give effect to the recommendations of the Morris Carter Land Commission.* The Native Lands Order provides for four classes of land which are being set aside, in varying degrees, for the use of the natives, and a Native Lands Trust Board has been created to care for the interests of the Africans in these areas. The lands which have hitherto been known as "Native Reserves," together with the additions thereto recommended by the Morris Carter Land Commission, are now known collectively as the "Native Lands" and are vested in the Trust

* Cmd. 4556 of 1934

Uganda.

Board. The Highlands Order defines the boundaries of the Highlands and sets up a Highlands Board to protect the interests of the inhabitants of the Highlands and to advise the Governor in all matters relating to the disposition of land within that area.

In earlier chapters I have dealt with some of the measures taken by the Kenya Government in connection with the urgent problems of soil erosion. In the Machakos Native Lands, efforts have been made to induce the natives to reduce the excessive number of livestock which have been eroding the district with hoof and tooth. The measures adopted unfortunately met with serious opposition on the part of the natives but the Government is endeavouring to enlist their co-operation.

Early in the year under review considerable attention was devoted to the question of juvenile employment in Kenya. A Committee, set up by the Governor to review the matter, reported in November and made it clear that the allegations which had been made in regard to the demoralizing effects of the accommodation of children in labour lines were without foundation. The Committee recommended the raising of the minimum age for non-industrial employment to 12 and for industrial employment from 12 to 14, and of course the retention of the still higher minimum ages already prescribed by law for various special forms of employment. The Committee also recommended, *inter alia*, that juveniles should be removed completely from the scope of penal sanctions under the Employment of Servants Ordinance, and that the labour inspectorate should be augmented. The recommendations of the Committee have been accepted by the Government of Kenya with my approval.

The Kenya Government have admitted a number of refugees from Central Europe. Some refugees with agricultural training have entered the Colony under the auspices of the Plough Settlement Association.

(ii) Uganda.

In Uganda the development programme has been continued, in spite of the prevailing low price for cotton which provides 80 per cent. of the Protectorate's exports. Roads have been improved by the central Government and by the native administrations; progress has been made in the installation of water supplies and drainage in the larger towns; and work is proceeding on hospital improvements and a number of new buildings, including provincial prisons, police stations and a new cantonment for The King's African Rifles.

A further step in the abolition of "luwalo" (compulsory labour of a tribal character) has been taken by the enactment

of the Native Administration Tax Ordinance which provides for the payment in cash of a form of native taxation formerly payable in labour.

In June, 1938, a committee appointed by the Governor reported on certain major labour questions in the Protectorate. A number of the committee's recommendations have been carried into effect, particularly those in connection with the improvement of conditions for immigrant labourers in search of seasonal employment.

(iii) *Zanzibar.*

The clove controversy was settled during the course of the year by an agreement under which it is hoped to safeguard the interests of both producer and purchaser while allowing scope for new enterprise in marketing. The Government has embarked on a campaign of agricultural education with a view to making the islands more self-supporting; this has already met with a certain measure of success. Further progress has been made in Government's attempts to cope with the problem of agricultural indebtedness, and steps are now being taken to provide the funds necessary for financing the scheme.

(iv) *Tanganyika Territory.*

During 1938 there was a setback to the prosperity which Tanganyika had enjoyed since it recovered from the slump of 1931-2. As a result, the shortage in revenue at the end of the year was approximately £205,000. The intensity of the fall was primarily due to the year's bad season, which reduced the purchasing power of the population and the weight of produce to be carried by rail; there were also political difficulties, but the statement which I made in the House of Commons on the 7th December, 1938, with reference to the Colonial question had a reassuring effect in Tanganyika. The financial position is strong enough to withstand a temporary shock, since there is a reserve fund of £200,000 and a railway renewals fund of £150,000, in addition to a substantial surplus of assets over liabilities.

There is now a general feeling of returning confidence in the future of Tanganyika, and the Governor has appointed a committee to recommend how enterprise in the Territory, both non-native and African, may best be encouraged and assisted. The committee will also advise on the extent to which development may be helped by works of public utility.

The establishment of the new Makerere College will make it necessary for Tanganyika to expand her primary and secondary schools if the Territory is to derive the full benefit from its contribution to the endowment fund. The African community

N. Rhodesia.

is realizing more and more the importance of education for girls, and public opinion is therefore ripe for the work of the Supervisor of Women's Education, who was appointed towards the end of the year.

With help from the Colonial Development Fund, the Tanganyika Government is undertaking long-range forestry development, a topo-hydrographical survey of Kilimanjaro and Meru, and a reconnaissance of water resources. During the year attention has been directed to the rinderpest position, which has been described in chapter V.

A medical officer has visited many of the larger estates in the Eastern, Tanga and Northern Provinces to investigate the conditions of the African workers, and the new Chief Inspector of Labour, appointed in March, 1938, has paid visits to all parts of the country. Closer attention is being given to the medical examination of recruited labour and quarantine measures have been introduced against the entry of cases of cerebro-spinal meningitis. The hospital under construction at Morogoro will provide improved facilities for labourers. Some improvements have been effected in medical arrangements in mining areas.

(v) Northern Rhodesia.

In Northern Rhodesia the constitutional changes made in 1937 have afforded possibilities of closer and more effective co-operation between the Unofficial and Official members in the Legislative Council and in the standing Finance Committee. With copper exports valued at £8,885,000 (1938) Northern Rhodesia is prosperous, in spite of the decline from the remarkable figure of £11,600,000 in the previous year.

The year has been one of planning and of starting new projects. In 1937 and the early part of 1938 a series of technical reports were made by qualified experts on various aspects of government activity in Northern Rhodesia. Sir Alan Pim and Mr. Milligan reviewed the financial and economic position; Sir Herbert Dowbiggin investigated the needs of the police forces, Major-General Giffard made recommendations regarding the military organization, Major Orde Browne submitted proposals regarding African labour, Mr. Fynn of the Department of Justice in Southern Rhodesia made a report on the prison system, and a local committee considered the situation regarding native taxation. With these reports before it, the Government submitted to me in November a comprehensive plan for the development of all the government services over the next five years. It is hoped to spend a million pounds on new capital works, and though recurrent expenditure will increase, there are good grounds for hoping that the resources of the territory will cover the new commitments. This happy

Nyasaland.

position is not the result of new taxation, for the rates of taxation have been reduced both for Europeans and Africans. More money has been set aside for the native treasuries, and it is hoped that this will enable the local African authorities to do more for their people's welfare. Especially in education an innovation is being introduced in the form of native administration schools. I regard the Government's proposals as a prudent and balanced investment which should yield the country a sure return in terms of human welfare, and I am glad to be able to announce that the recruitment of the necessary staff and the construction of new works is already in hand.

Generous help was received from the Colonial Development Fund for ground facilities for aircraft, for native hospitals and dispensaries and for a campaign against bovine pleuropneumonia.

The Government arranged to acquire the British South Africa Company's surface rights over the whole of the Company's Tanganyika Estate, comprising 1,423,600 acres, at a cost of £14,500 charged for 475,761 acres of this area considered suitable for European settlement, the Company making a free surrender of the remainder. It is intended to use the area for the benefit of the natives.

(vi) Nyasaland.

Nyasaland has seen a year of quiet and steady progress. The Report of the Financial Commission was presented to me in July, 1938. The Commissioner, Sir Robert Bell, forecast increased exports in the next five years of tobacco, from an average of 12.3 million pounds (1932-6) to 14 million pounds (1937—14.5 million pounds: 1938—13.4 million pounds), of tea, from 8.8 million pounds (1937) to 15 million pounds in 1942 (1938 production 10.2 million pounds): and for cotton, he foresaw an average export not exceeding 20,000 bales (1938 production 14,000 bales). These figures show that tea production was increased, but that tobacco had a disappointing season which was partly due to low prices. A Commission of Inquiry has been set up to investigate the circumstances of the tobacco industry. Hopes of further expansion are entertained in the Protectorate owing to the discovery of economic deposits of kyanite and bauxite.

In order to assist development in the so-called "dead North," Sir Robert Bell recommended the construction of a road from the Karonga area to Fort Hill on the borders of Northern Rhodesia, and this proposal has been taken up by the Government. A report of an agricultural survey of the five northern districts was enthusiastic concerning the possibilities of the Karonga area, but it concluded that except for a few such

N. Rhodesia and Nyasaland.

favoured localities, there was no possibility of developing high-paying economic crops as in the south. The report therefore recommended, for some of the low-lying districts, the development of rice and groundnuts. Cattle and sheep ranching was suggested for the mountainous areas.

The year was a satisfactory one financially. Public works begun in 1938 included a wireless station at Chileka, near Blantyre, and additions to the station of the Empire Cotton Growing Corporation at Domira Bay. Both of these were financed from the Colonial Development Fund. The nutritional survey, mentioned in chapter IV, and an investigation into the fishery resources of Lake Nyasa are also being carried out with assistance from the Colonial Development Fund.

(vii) *Northern Rhodesia and Nyasaland: Matters of common interest.*

The Royal Commission appointed in March, 1938, under the chairmanship of Viscount Bledisloe, to consider the question of closer co-operation or association between Southern Rhodesia, Northern Rhodesia and Nyasaland, arrived in Southern Rhodesia on the 17th May, and spent some three months in examining local conditions and in the hearing of evidence in that Colony and in Nyasaland and Northern Rhodesia. The Commission heard evidence from all sections of the community in each territory, and returned to London in September. Its report was signed on 1st March, 1939, and published simultaneously in London and in Central Africa on the 21st of that month. The recommendations will be considered by His Majesty's Government after consultation with the Government of Southern Rhodesia and the Governors of Northern Rhodesia and Nyasaland.

A commission of inquiry, appointed by the Co-ordinating Committee for Refugees in the United Kingdom, proceeded to Northern Rhodesia in March, 1939, to investigate the possibility of settling refugees in that territory. Members of the commission are expected to extend their inquiries to Nyasaland.

The year afforded experience of the working of the two Agreements concluded by the Governments of Northern Rhodesia and Nyasaland in order to control the movement of emigrant labour to Southern Rhodesia (Salisbury Agreement) and to the Rand gold mines (Johannesburg Agreement). Both Governments have accepted the provisions of the International Convention on the recruitment of indigenous workers, including the enforcement of deferred pay, medical treatment and free transport to work. The foundations were laid for labour branches of the two administrations.

A standing committee appointed under the terms of the Salisbury Agreement has twice met to secure co-ordinated action between the three territories, including arrangements for the certification of workers, the provision of free transport, and repatriation. In June, the Government of Southern Rhodesia inaugurated an omnibus service on certain of the routes across the Zambesi, and later announced a scheme in co-operation with Nyasaland Railways. The rate of migration, however, has fallen since the Agreement came into force, particularly from Northern Rhodesia.

I have approved the extension beyond the 30th April, 1939, of the experimental recruitment of 8,500 workers from Nyasaland by the Witwatersrand Native Labour Association owing to the improved mortality rates on the mines. The rate of mortality from disease has fallen in the last few months for the first time below ten per thousand. The figures for Northern Rhodesian natives remain considerably higher. The question of the quotas is still under consideration.

It remains to mention the report of Major Orde Browne on labour conditions in Northern Rhodesia. A number of his suggestions are now under consideration by the Government, particularly in regard to such internal questions as the provision of free transport to the copper mines and the construction of improved amenities on the labour routes, including the routes to the employment areas of Tanganyika.

(c) SOMALILAND.

From the southern shore of the Gulf of Aden Somaliland looks out onto the highway of the Orient, but the ships do not stop to notice it. Even the monsoons sometimes forget to pay their usual call; this year, for instance, the rain failed in the Hargeisa district, and the grazing has been so poor that relief measures have had to be taken. Nevertheless, the year was a good one for the Protectorate as a whole, and the United Kingdom Treasury did not have to pay anything towards the cost of the administration.

The activities of Government are limited by the smallness of its purse. Nevertheless there has been a small expansion in medical and educational activities. A government school was opened in Berbera in December, 1938, and is well attended. If, as is confidently expected, the school is successful, it is hoped to open schools in other districts in Somaliland. The arrangement with the Italian authorities under which the British-protected Somali tribes continued to exercise their treaty right to graze their flocks and herds across the southern frontier has worked well, as has also the transit traffic arrangement. The political situation is quiet and there have been no incidents during the year.

CHAPTER X.

THE EASTERN DEPENDENCIES.*(a)* CEYLON.

During the past year the question of the amendment of the constitution has been actively discussed. In 1937 the Board of Ministers addressed to the Governor a memorandum in which they indicated the defects which, in their opinion, impaired the working of the present constitution, and suggested certain amendments, the most important of which were the abolition of the system of executive committees and the adoption of a cabinet form of government. Sir Andrew Caldecott, who succeeded Sir Edward Stubbs as Governor at the end of 1937, was especially charged to acquaint himself with the views of all sections of opinion in Ceylon on the question of constitutional reform, and to submit his recommendations thereon. In June, 1938, he reported to me, and his despatch, together with my reply, has been published as a Command Paper.* His proposals are being debated in the State Council and, in the light of that debate, and of the expressions of public opinion which may result, the question of the reform of the constitution will be further considered.

Public expenditure has been on a rising scale for the past few years, particularly in respect of the development of health and educational services. In the current financial year larger provision has also been made for defence, and in spite of some increase of taxation the budget provides for a deficit of approximately Rs.3,000,000. In order to review concurrently the possible fields of retrenchment of public expenditure, a local committee has been appointed by the Government of Ceylon, and is actively pursuing its investigations.

The finances of the Ceylon Government Railway have for some time past given concern to the Government. Owing largely to road competition the gross earnings have, for several years, fallen short of working expenses, the deficit reaching Rs.4,000,00 in 1936-7. A commission under the chairmanship of General Hammond visited Ceylon and made a number of recommendations, which have been under the consideration of the Government.

After expert investigation I have been able to give my approval to proposals for the establishment of a state-aided bank in Ceylon with a view to providing assistance for Ceylonese trade and industry. An ordinance establishing the Bank of Ceylon has received His Majesty's assent, and the staff is being appointed.

* Cmd. 5910.

Malaya.

At Colombo an extension to the graving dock has been completed, and plans are in preparation for the construction of an oil dock, for increasing facilities for oil bunkering, for additional quay-side accommodation for refitting and discharging heavy cargo, and for more accommodation for large ships. The estimated total cost is Rs.12,000,000.

(b) MALAYA.

Malaya continued to feel the effects of the Sino-Japanese conflict throughout the year. The boycott of Japanese goods by the Chinese members of the community has continued and anti-Japanese feeling has been in continual evidence. In June acts of violence were committed by unruly mobs in Singapore, whilst in July Penang witnessed serious riots. Leading members of the Chinese community, however, expressed their strong disapproval of such acts, and prompt measures on the part of the authorities soon restored peace and order, with the result that since August there has been no serious disturbance due to anti-Japanese feeling.

After the prosperity of 1937, Malaya experienced in the past year a considerable economic and financial setback. The low percentage release of rubber and of tin, enforced under the International Regulation Schemes, to which Malaya is a party, led to a further restriction of output in the country's two principal industries. Several of the tin mines had to close down, throwing a large number of Chinese labourers out of work. A serious situation might have arisen had the Government not provided relief work—mostly on the construction of earth roads—at a cost of approximately \$1,000,000.

The latest available figures show that, as a direct result of the prevailing economic conditions, revenue for the past year in the Federated Malay States fell short of the budget expectations by \$8,500,000. But corresponding care has been taken in adjusting expenditure as far as possible to the actual revenue yield, so that the deficit on the year's working, apart from special allocations to reserve funds, is now estimated to be not more than \$0.7 million. The Straits Settlements have not suffered to anything like the same extent from these economic conditions, since the Colony's finances are less susceptible to the depressed conditions in the rubber and tin industries.

The month of January witnessed the ceremonial installation of H.H. Sultan Hisamuddin 'Alam Shah, K.C.M.G., as Ruler of Selangor in succession to his father the late Sultan Ala'idin Sulaiman Shah, G.C.M.G., K.C.V.O., whose long and distinguished reign came to a close at the end of March, 1938.

Hong Kong.

This ceremony was followed early in March by the installation of H.H. Abdul Aziz Al'Mu'Tassim Bil'lah Shah, K.C.M.G., as Ruler of Perak. H.H. Abdul Aziz is a cousin of his late Highness Paduka Sri Sultan Iskandar Shah, G.C.M.G., K.C.V.O., whose death occurred in October last. On both of these occasions H.M. the King was graciously pleased to send messages of congratulation to the new rulers.

In the current year the Federated Malay States enter upon the second stage of the decentralization policy, which is intended in due course to lead to the direct appropriation by the State Governments of certain revenues collected within the States.

Last year, I announced that the Straits Settlements Government had decided to accept, in principle, the measures for the more complete protection of young children which were recommended in the report of the Mui Tsai Commission. A comprehensive new bill to replace the present Children's Ordinance has been introduced into the Legislative Council. Its main provision is the compulsory registration of all "transferred children", i.e., girls under the age of 14 who are not living with their parents or close relations.

(c) HONG KONG.

Consequent upon the extension of the theatre of hostilities to South China and the Colony's hinterland Hong Kong has received successive waves of refugees, many in a state of destitution. The Colony had already accommodated large numbers of refugees from Shanghai, many of whom were British subjects, but the problem then was small compared with that which arose when Chinese refugees flocked in thousands into the New Territories from Kuangtung and elsewhere in South China. At the end of December, it was estimated that the total excess of population in Hong Kong Island and Kowloon, exclusive of the refugees from across the border who had been mainly confined to the New Territories, was between 250,000 and 500,000. Large camps have had to be provided for the accommodation of these unfortunate people, and the financial burden borne by the Colony has been heavy. Moreover, for some time there was considerable dislocation of prices and supplies of foodstuffs owing to the severance of the normal communications with South China. The population still tends to increase, whilst the number of refugees accommodated in the special camps now totals approximately 11,500. Supplies and prices of foodstuffs, with a few important exceptions, such as fresh meat and poultry, are reported to be normal.

The Japanese forces have several times interfered with Chinese junks in the neighbourhood of Hong Kong and in November the land frontier was violated by a group of Japanese military who planted their flag in British territory near Sha Tau Kok. There has also been a serious bombing attack, involving the lives of British nationals and damage to British property near Sham Chun, for which the Japanese have expressed their regret and paid compensation.

Ever since their occupation of Canton, the Japanese authorities have placed restrictions on commercial river traffic. The Canton-Kowloon Railway, which was severed in the course of the military operations in November, has not yet been repaired.

The Colony's revenue has not so far been adversely affected by the disturbances in China. Up to October the Colony, from the financial point of view, benefited by the diversion of trade from Shanghai. The public revenues of the Colony are not, for the most part, directly dependent on the volume or the price levels of trade, but on property assessment and tobacco and liquor consumption. These latter sources naturally increase, for a time at any rate, as the population swells; but ultimately the importance of Hong Kong as a business and shipping centre is linked to an important extent with the trade and commerce of South China.

I would emphasize however that all the serious problems which Hong Kong has had to face in the past year have been imposed from outside, and have not arisen out of the Colony's internal circumstances. The Chinese population of the Colony has behaved with an admirable restraint, and there have been no serious attempts to abuse the hospitality which Hong Kong has been able and glad to extend to those who have grievously suffered in the operations in China.

In 1938, the Hong Kong Government implemented by law the substantial recommendations of the Mui Tsai Commission. The inspectorate staff has been increased by the addition of five women inspectors and by the appointment of a woman Assistant Secretary for Chinese affairs.

(d) ADEN.

On the 19th January, 1939, the Colony of Aden celebrated the centenary of the establishment of British rule. On that day a ceremonial parade was held at which were present detachments of the Royal Navy, the Royal Indian Navy, the Army, the Royal Air Force, and the Local Tribal Forces, including those of His Highness the Sultan of Lahej. During the parade the Governor read messages from His Majesty the King, the Viceroy of India and the Secretary of State for the Colonies.

The Aden Centenary.

Cordial messages were also received from the Viceroy of Ethiopia, the Governor of Eritrea, and the Governor of Italian Somaliland.

A programme of festivities followed and the centenary was also the occasion for launching an appeal for subscriptions towards the Centenary Memorial Fund. The memorial is to take the form of the establishment of a poor relief scheme and a maternity and child welfare clinic. The response to the appeal has been most generous, and a free grant of £3,600 from the Colonial Development Fund towards the cost of building the clinic has been approved.

In the Aden Protectorate the policy of His Majesty's Government has remained unchanged. The establishment and maintenance of peace and order has been the primary aim, and from this has followed an improvement in the social and economic condition of the people which, it is hoped, will be accelerated by the road, agricultural, and water surveys now being undertaken.

CHAPTER XI.

THE MEDITERRANEAN DEPENDENCIES.*(a)* MALTA.

An important measure of constitutional development was announced during the year. Since 1933, the Government of Malta has been in the hands of the Governor who has latterly been assisted by an Executive Council. But there has been no Legislature. On the 29th July, 1938, I stated in the House of Commons that a new constitution would be granted to Malta. Letters Patent embodying the new constitution were proclaimed in Malta on the 25th February, 1939. The constitution provides for a Legislature to be known as the " Council of Government ", which will be composed of eight official members, two unofficial members nominated by the Governor at his discretion and ten elected members. As in the case of similar constitutions in other parts of the Empire, the powers of the Council of Government will be subject to certain limitations, but the people will enjoy through their elected representatives a considerable measure of responsibility for the conduct of their own affairs.

During the year a comprehensive enquiry into the finances of the Government of Malta was carried out by a local committee. The report of the committee, which has been published in Malta, recommends a number of economies and changes in taxation. The general level of taxation in Malta is, judged by modern standards, low, and the changes in taxation recommended by the committee were directed in the first place to raising additional funds for public and social services. But they included also measures designed to relate the incidence of taxation more closely to the financial resources of the taxpayer. The recommendations made by the committee have (subject to modification in detail) been generally accepted by the Government, and some of them have already been put into effect. Others have been postponed pending their consideration by the Council of Government which is to be constituted in accordance with the Letters Patent of February.

Various measures for improvement in social and economic services have been advanced during the year. Mention has been made of the scheme for providing a supply of pasteurised milk in Valletta. Additional supplies of water for irrigation are to be made available at an estimated cost of £43,300, which will be provided by a loan from the Colonial Development Fund.

Cyprus; Gibraltar.

(b) CYPRUS.

In Cyprus revenue has been buoyant, and the Government has been able both to strengthen the financial position and to proceed steadily with the programmes of administrative, economic and social development formulated in earlier years.

Steps have been taken to extend the activities of municipal, district and village councils in pursuance of the policy, which is an important feature of the administration of the island, of entrusting to an increasing extent responsibility for the conduct of local affairs to the local authorities.

Irrigation has engaged the attention of the Cyprus Government for many years. Attempts made to store surface water for irrigation have proved unsuccessful, and in 1936 a grant of £30,000 from the Colonial Development Fund was approved to finance a systematic investigation into underground water supplies. Considerable progress has been made with this investigation, and in 1938 a number of schemes for the practical utilization of new supplies of water from underground sources were prepared. In order to expedite the execution of these schemes, and of others which may be formulated in the future, a separate Water Department has been created.

A bill has been prepared to provide the means whereby persons engaged in agriculture may obtain relief from the burden of indebtedness which at present impedes progress and development. Opportunities have been given for members of the public in Cyprus who were interested in the matter to represent their views to the Government, and the bill and the amendments are now under consideration.

(c) GIBRALTAR.

The Gibraltar Government was largely occupied during the year with the complications arising out of the Spanish conflict and with questions of defence. The influx of refugees increased the population of the already crowded city by more than 20 per cent., with consequences for health which have already been mentioned. The new tuberculosis sanatorium is nearing completion.

Good progress has been made with the housing scheme for the relief of overcrowding. The first large block of tenements is nearly ready and the second is to be begun in the near future. A rent restriction ordinance was enacted during the year and a bill has been prepared to regulate various matters in connection with housing on the lines of the English housing acts.

The staple trade of the Colony is the supply of coal, fuel oil, stores and fresh water for shipping. The number of vessels calling for bunkers has continued to increase.

Extensive preparations have been made for passive defence and certain works are still in progress.

(d) PALESTINE.

Sabotage and terrorism, which had been renewed in the autumn of 1937 on the announcement of the policy of partition, continued unabated during the spring and summer of 1938. The Arabs remained unalterably hostile to partition and no Arab came forward to give evidence before the Woodhead Commission. By August the security position had deteriorated so seriously that it became clear that the troops in the country were inadequate to meet the situation, and in September and October reinforcements, consisting of ten infantry battalions, two cavalry regiments, a battery of Royal Horse Artillery and ancillary troops, together with one fighter squadron of the Royal Air Force, were sent to Palestine. The strength of the police force was also increased.

These measures produced a satisfactory effect. Control has been re-established in areas where the authority of Government had ceased to be effective and activities of armed bands have been greatly circumscribed. During recent months, as a result of searches conducted by the military forces, large quantities of arms, ammunition and explosives have been seized. Several important leaders of armed bands have been killed or captured. Others have fled from the country and the lawless elements can no longer rely on the support of the Arab villagers. Isolated acts of terrorism still occur, however, in urban areas.

It has recently become necessary to adopt stringent measures for the prevention of illegal immigration into Palestine by sea. Between 15th February and 15th April, 1,229 illegal Jewish immigrants, arriving in three ships, were prevented from landing. The Palestine Government is organizing a coastguard service and a marine police patrol, and in the meantime a naval patrol has been provided as a temporary measure. The provisions of the Immigration Ordinance relating to the confiscation of vessels and the penalties to be imposed upon ship-owners convicted of participation in this illegal traffic have been strengthened, and it has been announced that the numbers of any persons who, in spite of these precautions, succeed in entering Palestine and who cannot be deported will be deducted from future immigration quotas.

The Commission appointed under the chairmanship of Sir John Woodhead to investigate the practical possibilities of a scheme of partition on the general lines recommended by the Peel Commission left for Palestine in April, 1938, and returned to England in August. Its report (Cmd. 5854) was presented to Parliament in November, and simultaneously a Statement by His Majesty's Government was issued (Cmd. 5893). In this Statement His Majesty's Government announced that, after careful study of the Partition Commission's report, they had

Palestine Conference and White Paper.

reached the conclusion that this further examination had shown that "the political, administrative and financial difficulties involved in the proposal to create independent Arab and Jewish states inside Palestine are so great that this solution of the problem is impracticable." The Statement went on to observe that the surest foundation for peace and progress in Palestine would be an understanding between the Arabs and the Jews, and that His Majesty's Government were prepared in the first instance to make a determined effort to promote such an understanding. With this end in view, they proposed to invite representatives of the Palestinian Arabs and of neighbouring States on the one hand and of the Jewish Agency on the other to confer with them regarding future policy.

The formal discussions on Palestine between His Majesty's Government and the Arab and Jewish delegations respectively were opened by the Prime Minister on the 7th February, at St. James' Palace. In addition to the Palestinian Arabs, the Governments of Egypt, Iraq, Saudi Arabia, Trans-Jordan and the Yemen were also represented in the Arab delegation. In the course of the discussions, which continued until the 17th March, certain proposals were formulated by His Majesty's Government and were laid before the Arab and Jewish delegations as the basis of an agreed settlement. Neither the Arab nor the Jewish delegations felt able to accept these proposals, and the conferences therefore did not result in an agreement. A White Paper announcing the policy which His Majesty's Government propose to adopt was published on the 17th May.*

* Cmd. 6019.

CHAPTER XII.

**THE WEST INDIES, BRITISH GUIANA AND
BRITISH HONDURAS.**

The most noteworthy event of the year was the appointment of a Royal Commission under the Chairmanship of Lord Moyne to investigate social and economic conditions in the West Indies, British Guiana and British Honduras. The Commission sailed for the West Indies in October and returned to England early in April.

Simultaneously my Labour Adviser has been making a survey of labour conditions in this area and the Assistant Secretary in charge of the West Indian Department has undertaken a two months tour of Bermuda, the Bahamas, Jamaica and British Honduras. Other surveys and inquiries include agricultural potentialities in the out islands of the Bahamas and air communications in the Lesser Antilles.

(a) BAHAMAS.

The Bahamas have been free from labour troubles during the year but on the economic side the Colony has suffered a setback as a result of a disease which has attacked the sponges. The position is being carefully watched by the sponge research officers stationed in the Colony.

(b) BARBADOS.

Barbados has made good progress in carrying out the recommendations of the local commission which reported in 1937. The most important developments were the passing of a Minimum Wage Fixing Machinery Act, and the creation of a post of labour officer. Wages for apprentices have been increased and an improved system of payment of wages of wharf labourers and porters has been introduced. A transport board and a housing board have been established. Though there have been some strikes and burning of canefields the situation has always been well under control. The financial position is reasonably satisfactory.

(c) JAMAICA.

The peace of Jamaica was disturbed by disorder which arose out of strikes on sugar estates in the Westmoreland district in March, 1938, followed in May and June by strikes and disorders in Kingston and the island generally. Reports by locally-appointed committees on these outbreaks have been placed in the Library of the House and it is not necessary to refer to them in detail. Arising out of these strikes, a board of conciliation

Jamaica; Leewards and Windwards.

was set up to deal with disputes between employers and employees. In December last a law was passed to provide for fixing minimum wages and another to bring the trade union law more into line with United Kingdom legislation.

There is, unfortunately, a great deal of unemployment due in some measure to the rapid increase in population which has now no outlet in the neighbouring sugar producing countries, and to a larger extent to the lack of markets or unremunerative prices for primary products. The Government has taken such steps as are possible to meet temporarily the unemployment situation by embarking on various public works. The cost of these works is being met from loan funds, and a loan of £300,000 was raised locally in January of this year. Furthermore, an extensive programme of land settlement is being arranged at a cost of £650,000, funds for which were borrowed in this country early this year.

A start is being made with the re-housing of the population. Improvement schemes at South Village and French Pen in the Kingston and St. Andrew area are being carried out at a cost of £100,000, and further schemes in respect of slum areas in Kingston and Montego Bar are under consideration.

(d) LEEWARD ISLANDS AND WINDWARD ISLANDS.

It is now proposed that the date of transfer of Dominica from the Leeward Islands to the Windward Islands shall be the 1st January, 1940. Arrangements are being made for combining the judicial and legal services of the two groups, and it is hoped to give effect to them during 1939. At the moment there is a Federal police force in the Leeward Islands and separate forces in each of the Colonies of the Windwards group. It is proposed to set up a joint service for the three Windward Islands during 1939; thereafter it is contemplated that this joint force will be combined with that of the Leeward Islands.

Further progress was made during the year with the schemes referred to in last year's statement for the development of peasant agriculture in Antigua and the Virgin Islands. These schemes are financed from the Colonial Development Fund, from which assistance was also sanctioned during the year for the continuation of the programmes of road development in Antigua and Dominica. Other projects for which similar assistance was sanctioned were the extension of a water supply scheme in the island of Anguilla and the construction of a new bridge in Dominica.

Early in 1939, the purchase in the island of St. Christopher of an estate from government funds was approved, and this may be said to mark the initiation of a policy of peasant land settlement in that island.

The economic position of Grenada in 1938 compared unfavourably with that of 1937. Nutmeg and mace proved remunerative crops although prices had fallen somewhat, but cocoa was a failure owing to a short crop combined with a fall in prices. The Government is devoting attention to the problem of assisting agricultural estates, some of which are heavily mortgaged. An agricultural survey has been carried out by Professor C. Y. Shephard of the Imperial College of Tropical Agriculture, Trinidad, with the object of revising some means of aiding estates.

Another matter which is engaging the Government's attention in Grenada is that of housing. A committee has been appointed locally to advise the Government as to the best lines upon which to proceed, and a sum of £5,000 is to be devoted to house construction as a first instalment.

A rainstorm of unprecedented violence occurred on the 27th and 28th October, 1938, resulting in the loss of five lives and widespread damage to cultivation, roads, bridges and telephone lines over the whole island. The cost of repairs is estimated at some £23,000.

A serious disaster overtook St. Lucia on 21st November, 1938. During that month there had been abnormal rainfall. From 1st to 21st November, 40 inches were recorded as compared with an average of 8.58 inches for the whole month, and landslides and floods occurred all over the island. Many gardens and plantations were destroyed, roads and bridges damaged, houses engulfed, and 111 lives were lost. To relieve the sufferers His Majesty's Government made a grant of £15,000, and sums totalling £3,000 were subscribed by various Governments and private individuals. His Majesty's Government also granted £1,000 for the purpose of carrying out immediate anti-malarial measures rendered necessary as a result of the floods. The cost of repairing the damage (apart from relief expenditure) has been estimated at £34,042. As St. Lucia has no funds to meet this expenditure a sum of £14,000 has been made available from Imperial funds for reconstruction work up to 31st March, 1939; the balance is to be provided by addition to the grant-in-aid for 1939-40.

Progress has been made with the scheme for the settlement of Barbadian agriculturists in the Vieuxfort district of St. Lucia and it is expected that the settlers will shortly be arriving.

The exports of arrowroot from St. Vincent during 1938 showed an increase both in quantity and value as compared with 1937. Banana production showed a tendency towards reduction, but the prospects of the syrup industry are improving. The position of the sea island cotton industry was maintained.

Trinidad; B. Guiana.

(e) TRINIDAD.

The Government of Trinidad has drawn up a five-year development scheme estimated to cost between two and three million pounds, to be financed partly from loan funds and partly from surplus funds. Estimated expenditure on housing schemes is placed at one million pounds and considerable sums are also to be spent on water supplies, sanitation and irrigation, hospitals, education buildings, etc. Funds have been provided for land settlement schemes, and important laws dealing with land acquisition, rent restriction, town planning, slum clearance and housing have been passed.

A conciliation officer of the Ministry of Labour had been appointed Industrial Adviser shortly before the beginning of the year under review, and the value of this appointment in dealing with the relations of employers and workers has been amply demonstrated during the year. There have been a few small strikes but on the whole the labour situation has been satisfactory and there has been no outbreak of disorder.

It was decided not to proceed at present with the creation of an industrial court but instead legislation was enacted to provide for arbitration and enquiry in trade disputes by the appointment, already noted in chapter IV (e), of the first representative industrial arbitration tribunal ever set up in the dependencies. The tribunal was inaugurated at the joint request of the Oilfield Employers Association of Trinidad and the Oilfield Workers Trade Union. It did not, unfortunately, come to a unanimous decision and accordingly, acting under the powers conferred on him by the ordinance the chairman made an award, the most important feature of which was an increase to all hourly, daily and weekly paid workmen (except youths and apprentices under 18 years of age) of two cents—one penny—an hour. The award is binding for one year.

(f) BRITISH GUIANA.

The forests of British Guiana cover some 86 per cent. of the country, and following the recommendation by Major F. N. Oliphant, the forest economist, as the result of his visit to the Colony in 1937, an area of swamp land on the river-front at Georgetown is being reclaimed and adapted for use as a stacking ground for seasoning local timber. This scheme, which is being financed from the Colonial Development Fund, is regarded as an important step in the development of local and export trade in British Guiana timber.

Assistance was also obtained from the Colonial Development Fund for the inquiry into the rice milling industry which was carried out by Mr. H. Parker, General Manager, Government

Rice Mill, Perak, Malay States, through the courtesy of the High Commissioner for the Malay States.

During the first nine months of 1938 there were 32 strikes, of which 30 were settled within the period, with the assistance of the Labour Department of the British Guiana Government. Over 12,000 workers were directly involved in the strikes which were characterized by disorder and some damage to property. I regret that some rioting occurred in February, 1939, resulting in the death of four persons and injuries to 26. Particulars of this incident were given to the House of Commons on the 22nd February.

The year 1938 saw the conclusion of the long and arduous work on the demarcation of the boundary between British Guiana and Brazil. I should like to take this opportunity of paying tribute to the valuable assistance which has been rendered to the British Commission by private enterprise in providing a flying service between the coast and the boundary.

In common with other parts of the British Empire, British Guiana was examined from the point of view of the possibility of the settlement of involuntary emigrants from Germany. Early in 1939 the Co-ordinating Committee for Refugees in the United Kingdom was invited to send representatives to the Colony to survey the possibilities of refugee settlement in certain areas. That committee had, in the meantime, received an offer from the Advisory Committee on Refugees appointed by the President of the United States of America to send to British Guiana a commission of experts to undertake the proposed investigation, and this offer was accepted. With the agreement of the United States authorities two British members were nominated by His Majesty's Government and appointed to this commission. An officer of the British Guiana Department of Agriculture was also attached to the commission, which concluded its investigations in British Guiana at the beginning of April, 1939.

(g) BRITISH HONDURAS.

There have been no labour troubles in British Honduras but the unemployment position is causing anxiety. A grant of approximately £60,000 has been made from the Colonial Development fund to cover the cost of a suction dredger and a six-year scheme of land reclamation and drainage. This scheme should prove of great benefit to the public health and will also result in making available further land for buildings, playing fields and an aerodrome at Belize. In the political sphere a sixth elected member has been added to the Legislative Council as one of the five existing constituencies had proved to be too large to be effectively and adequately represented by a single member. This constituency has therefore been divided into two parts.

CHAPTER XIII.

**THE ISLAND DEPENDENCIES OF THE ATLANTIC,
INDIAN AND PACIFIC OCEANS.***(a)* ST. HELENA.

The welfare of the people of St. Helena has long depended upon the receipts from the fibre industry. The product "New Zealand flax", although it represents more than 90 per cent. of the island's exports, is too small in volume, and not sufficiently good in quality to constitute a satisfactory staple industry. The heavy fall in prices for this commodity has caused considerable hardship to the inhabitants of the island. A comprehensive review, by the Governor of social and economic conditions, which has been placed in the library of the House of Commons, shows the need for early and systematic remedial measures. A special effort is being made to deal effectively with the problem, which is a complicated one calling for a considered long-range policy.

My Agricultural Adviser and a member of the Colonial Office staff left for St. Helena in March to study the problem with a view to increasing agricultural production and establishing the livelihood of this small community upon a more satisfactory basis. Meanwhile, pending the receipt of their recommendations, a number of detailed measures have been taken to alleviate distress and to improve conditions. Instances of these are the subsidy which has enabled the re-opening of the flax mills, the provision of unemployment relief works, the improvement to health services, housing, and educational facilities.

(b) MAURITIUS.

The sugar crop in Mauritius amounted to a record figure of approximately 320,000 tons, and whereas several years ago the average crop might be said to have been in the neighbourhood of 200,000 tons, it is now clear that better types of cane and improved methods of production have resulted in a substantial rise in the average crop. As sugar constitutes over 95 per cent. of the exports of the Colony the success of the crop is a determining factor in its prosperity.

A Director of Labour with previous experience of Indian labour was appointed at the beginning of the year with a view to the creation of a properly organized labour department. The Government has passed a comprehensive labour ordinance and also legislation providing for the establishment of industrial associations and for the settlement of industrial disputes.

Mauritius; Seychelles; Fiji.

Labour disturbances again occurred during the cropping season. A dock strike at Port Louis broke out early in September, in the course of which it was found necessary to proclaim a state of emergency. The strike was over by 13th September, and there was no further disorder. A conciliation board was then appointed on government initiative to enquire into wages and the working conditions in the docks. Seventeen men were sentenced for assaults on the police in connection with the Trianon riot but these convictions were subsequently quashed on appeal to the Supreme Court. The emergency was declared to be at an end in October and the situation has since been quiet.

An important investigation into the possibility of extending the irrigation scheme at La Nicoliere was carried out by an expert from India. His preliminary report has been under consideration and he is now conducting his final investigations.

(c) SEYCHELLES.

The financial reforms and economies initiated as a result of the Financial Commission in 1933 are bearing fruit. There is a substantial surplus in hand, and the Government has a progressive social service policy. The development of the islands' resources with the assistance of the Colonial Development Fund has proceeded in accordance with the plan drawn up after the Financial Commission's report. Roads, bridges, sea walls and groynes have been completed, and progress has been made with the forestry survey in the mountains. During the year a Defence Force was inaugurated and a Director of Education was appointed. The progress in copra research, in the manufacture of essential oils, and in leprosy control has been mentioned above. The Colony continues to an increasing extent to attract tourists.

(d) FIJI.

Fiji has had a prosperous year, due in no small measure to the new gold industry. The road round the island has been completed, schools have been built and water supplies have been provided.

Since the early days of the British occupation the land of Fiji, apart from areas which had already been alienated in freehold, has belonged to the Fijians. Others may hold it only on lease and when the lease is up the Fijian landowner can, subject to certain conditions, resume possession. This system, however, was always liable to cause friction, in particular between the Indians and Fijians. The Fijians themselves, recognizing this, proposed through their Council of Chiefs, which held one of its two-yearly meetings last October, a new land policy designed to remedy the situation. The proposal is that the control of all

Western Pacific.

lands should be placed in the hands of a Board consisting of four members including the Governor as chairman. The Board's first task will be to delimit native reserves, and the conditions attaching to leases of land for non-Fijians will thereafter be made by the Board.

(e) WESTERN PACIFIC.

The Western Pacific territories have had a comparatively uneventful year. Arrangements have been made for the visit of an expert to the Solomon Islands to report on education, and a leprosy survey has been carried out in that territory with help from the Rockefeller Foundation.

The status of Canton and Enderbury Islands in the Phoenix Group has recently been settled by an exchange of notes with the Government of the United States. The two islands are to be administered by the Governments of the United Kingdom and of the United States for a period of fifty years under a joint régime. A licence has been granted to Pan American Airways for the development of an airport at which there will be equal facilities for British and American aircraft.

Progress has been made with the proposals for dealing with the question of over-population. A lease of the Phoenix Group of islands has been purchased by the Government and advance parties of colonists landed last December on three islands of the Group, Hull, Sydney and Gardner. It is anticipated that the main body of colonists will proceed to these islands during this spring. A new agreement has been made with the British Phosphate Commissioners at Ocean Island in regard to financial relations between the Government and the Commissioners.

In the kingdom of Tonga the year has been marked by the twentieth anniversary of the accession of Queen Salote Tubou. This anniversary was the cause of general rejoicings which showed the popularity and affection in which the Queen and her family are held. Her reign has been a period of steady progress and of practical measures taken for the welfare of the community. Medical and Health Services have been extended, educational facilities have been increased, roads have been built and communications between the islands have been improved. The finances of the kingdom are in a prosperous condition.

APPENDIX.

STATEMENT SHOWING ESTIMATED REVENUE AND EXPENDITURE, AND IMPORTS AND EXPORTS FOR CERTAIN COLONIES, ETC., DURING 1938.

<i>Colony, etc.</i>	<i>Estimated Revenue.</i>	<i>Estimated Expenditure.</i>	<i>Total Imports.</i>	<i>Total Exports.</i>
	£	£	£	£
Kenya (a), (b) ...	3,741,137	3,581,191	9,667,030	3,836,000
Northern Rhodesia	1,518,303	1,392,359	5,223,693	10,134,841
Nyasaland... ..	804,832	823,329	793,980	974,729
Tanganyika Territory	2,100,414	2,258,250	3,537,041	4,068,585
Uganda	1,756,755	2,059,216	See Kenya	4,669,000
Zanzibar	465,000	463,000	993,521	844,820
Gold Coast... ..	3,477,768	3,552,631	9,813,032	15,335,329
Nigeria (a)... ..	6,576,835	7,080,291	8,487,461	9,462,842
Sierra Leone ...	869,250	947,125	1,500,342	2,388,929
Aden (d)	141,750	130,725	5,464,204	2,843,982
Ceylon	8,510,577	9,014,430	17,664,683	21,361,709
Hong Kong	2,205,534	2,174,322	38,826,930	43,295,875
Straits Settlements	4,407,670	4,620,866		
Federated Malay States	7,325,897	12,155,419	65,264,428	67,847,981
Unfederated Malay States	3,636,900	4,217,006		
Sarawak	Not available	Not available	Not available	Not available
Cyprus	986,809	931,490	2,246,434	2,478,256
Malta	1,359,300	1,360,625	3,869,995	695,276
Palestine	4,520,145	5,445,760	14,242,438	5,783,017
Bahamas	413,952	400,681	1,146,909	216,336
Barbados	477,133	514,747	1,966,954	1,353,955
British Guiana (a)	1,199,102	1,320,500	2,210,471	2,722,001
British Honduras...	312,231	310,356	834,115	679,872
Jamaica	2,457,469	2,564,709	6,485,221	5,032,740
Trinidad and Tobago	2,742,993	2,282,421	7,395,233	7,029,498
Fiji (c)	749,184	704,841	1,178,286	1,708,717

(a) Domestic Exports only.

(b) Includes imports for Uganda.

(c) Trade figures for January–September only.

(d) Trade figures for January–November only.

