

COLONIAL REPORTS—ANNUAL.

No. 878.

NIGERIA.

REPORT FOR 1914.

For Report for 1913 see No. 821 (Northern Nigeria) and
No. 825 (Southern Nigeria).

Presented to both Houses of Parliament by Command of His Majesty.

April, 1916.



L O N D O N :

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No. 878.

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THE GOVERNOR-GENERAL TO THE SECRETARY OF STATE.

Government House,

Nigeria,

26th January, 1916.

SIR,

I have the honour to submit the Annual Report on Nigeria for the year 1914, in the preparation of which I have received the greatest possible assistance from Mr. Cameron, Central Secretary. I regret the unusual length to which this report has extended. It is primarily due to the unusual importance of the events of the year under review, which has witnessed the amalgamation of the two Administrations of Northern and Southern Nigeria into a single Government, and the outbreak of war in Europe (with its consequential war in the Cameroons).

I have, &c.,

F. D. LUGARD,

Governor-General.

The Right Honourable

A. Bonar Law, P.C., M.P.,

Secretary of State for the Colonies,

&c., &c., &c.

REPORT ON THE BLUE BOOK FOR THE YEAR 1914.

FINANCIAL.

The amalgamation of Southern and Northern Nigeria, to which more extended reference will be made in a subsequent paragraph, took effect on the 1st January, 1914, and the accounts of Nigeria are presented as a whole, for the first time, in this report.

The following is a comparative table of revenue for the years 1913 and 1914.

HEADS OF REVENUE.	1913.			1914.
	Southern Nigeria.	Northern Nigeria.	Total.	Nigeria.
	£	£	£	£
1. Licences and Internal Revenue	18,012	29,281	47,293	78,483
2. Fees of Court, etc. ..	74,168	65,029	139,197	109,237
3. Customs	1,772,619	..	1,772,619	1,505,712
4. Marine	32,129	..	32,129	68,344
5. Railway	632,130	..	632,130	695,502
6. Interest	109,544	..	109,544	72,200
7. General Tax .. ..	..	545,902	545,902	299,002
8. Posts and Telegraphs	18,651	11,566	30,217	42,899
9. Rent of Government Property	3,265	3,832	7,097	6,477
10. Miscellaneous	7,519	2,700	10,219	20,815
11. Non-recurrent	160	..	160	49,710
12. Imperial Grant-in-Aid	..	136,000	136,000	100,000
	2,668,197	794,310	3,462,507	3,048,381

It will be observed that the revenue of Nigeria for 1914 fell short of the combined revenues of Southern Nigeria and Northern Nigeria for the previous year by a sum of £414,126, of which approximately £167,000 may be said to be due to the outbreak of war, and £247,000 to the exclusion of the Native Administration revenue from the general estimates.

There was a decrease of £266,907 under the head Customs, due to a diminished volume of trade owing to the war.

The increase of £36,215 under Marine is accounted for by the imposition of the Lagos harbour dues in 1914.

Notwithstanding the period of trade stagnation from the outbreak of war to the end of the year, the revenue from the railway showed an increase of £63,372 over the previous year.

There was a very large decrease of £246,900 under general tax, due to the exclusion from the Protectorate estimates of the share of the direct taxation in the Northern Provinces which is assigned to the Native Administrations and which had in the previous year appeared as part of the revenue of Northern Nigeria.

NIGERIA, 1914.

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The following table gives the expenditure for 1914 as compared with the previous year:—

	1913.			1914.
	Southern Nigeria.	Northern Nigeria.	Total.	Nigeria.
	£	£	£	£
Public Debt	354,037	13,300	367,337	343,633
Governor-General	5,808	5,337	11,145	10,062
Treasury	15,021	7,180	22,201	26,450
Judicial	23,226	3,086	26,312	11,408
Customs	47,570	..	47,570	49,708
West African Frontier Force	123,127	150,250	273,377	222,925
Marine	228,728	..	228,728	216,870
Railway	499,259	..	499,259	709,936
Pensions	22,222	5,626	27,848	32,042
Lieutenant-Governor .. ..	..	..	..	8,461
Secretariat	16,086	9,891	25,977	28,809
Political	97,422	95,528	192,950	227,104
Magistracy .. ..	..	..	..	6,230
Legal	4,383	..	4,383	9,229
Posts and Telegraphs	54,798	25,266	80,064	87,377
Audit	11,037	4,212	15,249	16,136
Printing	10,566	3,273	13,839	14,173
Police	50,288	28,593	78,881	85,060
Volunteers	1,220	..	1,220	..
Prisons	47,702	10,168	57,870	58,048
Forestry	20,600	965	21,565	22,172
Agriculture	12,163	4,002	16,165	18,191
Medical	76,622	37,928	114,550	123,305
Medical Research Institute	1,378	..	1,378	1,768
Laboratory	684	..	684	736
Sanitary	10,634	2,731	13,365	15,975
Education	33,280	6,118	39,398	47,900
Survey	25,426	6,310	31,736	46,867
Mineral Survey	2,934	..	2,934	..
Mines .. ..	..	13,397	13,397	5,268
Lands	1,928	..	1,928	2,848
Transport .. ..	..	14,018	14,018	..
Miscellaneous	73,154	9,781	82,935	94,892
Public Works	55,082	12,809	67,891	72,884
Public Works—Recurrent	39,623	16,313	55,936	50,022
Public Works—Extraordi- nary	85,502	63,484	148,986	147,515
Public Works and Railway Extraordinary .. ..	..	..	..	153,835
Eastern Railway	44,801	..	44,801	628,925
Grants to Native Adminis- tration .. ..	..	270,924	270,924	..
	2,096,311	820,490	2,916,801	3,596,764

The large increase of £210,677 under Railway was due to a larger programme of capital expenditure in 1914 than in the previous year (especially to the provision of rolling stock) and to increased working expenses owing to increased traffic.

Under Public Works and Railway Extraordinary are included the expenditure on the railway extension to Bukuru (the centre of the tin mining industry), £88,637, and on the new railway headquarters and shops at Kaduna, £49,401, both of which are referred to at greater length under the Railway Section of this report.

The sum of £628,925 is shown as brought to account in 1914 in connection with the construction of the Eastern Railway. The sum of £1,029,667 was actually expended on this new railway during the year, the balance of £400,742 remaining on suspense account in respect of materials and stores paid for but not issued to the works before the end of the year.

The deficit of £548,383 on the year's working—due entirely to the expenditure on the construction of the Eastern Railway—has been met, as was intended, from the surplus balances of the Colony and Protectorate.

There was no important change in taxation during the year. The general tax in the Northern Provinces yielded £208,347 in 1914 against £214,518 in 1913. The falling off may be ascribed to the dearth of political officers owing to the war. The incidence of the tax is still very light and varies from 6*d.* to 10*s.* 6*d.*

There was an excess of assets over liabilities of £1,273,000 at the end of the year, as compared with £1,821,383 at its commencement, the decrease being due, as shown above, to the expenditure on the Eastern Railway.

The public debt at the end of the year stood at £8,267,569. The money was borrowed in 1905, 1908, and 1911, and has been expended on the construction and equipment of the railway (Western), the Lagos Harbour (moles and wharves) and the Lagos water supply. Provision is duly made each year according to law for the instalments due to the sinking fund, which on the 31st December amounted to £191,042.

No changes affecting the currency were made during the year. The new West African currency continued to prove satisfactory.

The Native Administrations in the Northern Provinces, which derive the bulk of their revenue from the system of taxation described at some length in the report on Northern Nigeria for last year, had at their credit at the end of the year surplus funds amounting to £72,224, of which £54,650 was invested in England.

Their total revenue and expenditure has been as follows :—

			Revenue.	Expenditure.
			£	£
1911-12	..	..	197,296	116,560
1912*	..	..	146,101	132,761
1913	..	..	325,052	252,085
1914	..	..	326,508	319,940

*April to December only.

The accounting for these large funds has been done more and more each year by the native officials themselves, and the results are increasingly satisfactory.

TRADE, AGRICULTURE, AND INDUSTRIES.

IMPORTS AND EXPORTS.

The rapid expansion in trade commented on in previous reports has naturally been checked by the War, as Germany provided a market for 44 per cent. of the produce of Nigeria. German ships carried a substantial proportion of the tonnage and a large amount of German capital was employed in the trade. It is hoped that the check will be a temporary one only. The people of Nigeria are by nature very keen traders and agriculturists. Means of communication are being improved continuously, and increasing quantities of produce are being absorbed at good prices in British markets. Local prices, which ruled low for some months after the outbreak of war, were at the end of the year nearly as high as before the war, and German trade is being diverted into the hands of British merchants.

The chief imports in 1914 were as follows as compared with the previous year. The values given are the invoice prices at port of shipment:—

	1913.	1914.
	£	£
Fish	134,998	109,625
Grain and Flour	125,192	131,527
Kola Nuts	117,324	155,144
Spirits.. .. .	452,939	347,796
Tobacco, Cigars, &c.	230,962	192,473
Cutlery, Hardware, &c.	154,857	153,211
Cotton piece goods	1,529,361	1,392,654

The United Kingdom continued to furnish and even increased the supply of furniture, soap, glassware, hardware, &c., but there were naturally substantial reductions in the supplies taken by German firms from the United Kingdom of articles such as cotton piece goods, cooper's stores, yarn, corrugated iron, &c.

The principal exports were as follows as compared with 1913. The values given are those at the port of export:—

	1913.	1914.
	£	£
Cocoa	157,480	171,751
Cotton Lint	159,223	50,791
Hides and Skins	197,214	505,785
Ground-Nuts.. .. .	174,716	179,219
Tin	568,428	706,938
„ ore (tons)	(4,142)	(6,175)
Timber	106,050	86,522
Palm Oil	1,854,384	1,571,691
Palm Kernels	3,109,818	2,541,150

Some 5,000 tons of cocoa were exported during the year, valued at a very low figure, owing to the low prices prevailing. The year's output was actually much larger than the figures denote, as some of the year's production had not been shipped at the end of December. The export is the largest recorded and, on the whole, the quality was much better than in previous years, some of the cocoa, specially prepared, having realised 69s. per cwt.

The remarkable increase in the exportation of hides and skins is worthy of notice. This industry has been created for the most part by the extension of the railway to Kano. It is also due, no doubt, to the series of minor epidemics which destroyed a large number of cattle in Bauchi and elsewhere.

The ground-nut industry has suffered severely from the closing of markets owing to the war. A large expansion had been expected, since, up to the end of July, 15,000 tons had been exported as compared with 19,000 tons for the whole of the previous year. Owing to the fall in prices, the farmers declined to sell in the latter months of the year, although railway and shipping freights had been reduced in order to assist the industry. There is, moreover, no doubt that the famine, from which the greater part of the Northern Provinces suffered (to which allusion is made in a later paragraph), resulted in the diversion of the ground-nut crop to food purposes.

The increase in the export of tin, in spite of the heavy fall in the value of the metal which took place during the year, is satisfactory.

Having regard to the abnormal conditions, the closing of markets and the fall in prices, the exports of palm oil and kernels during the year may be regarded as satisfactory.

Produce exported to the British Empire during the year under review amounted to £4,008,000 in value, as compared with £3,616,000 in the previous year, and produce in the hands of British merchants held up for shipment at the end of the year (owing to shortage of ocean tonnage) is estimated at an additional £500,000 value. Trade with Germany, which ceased on the outbreak of war, declined by £900,000, as compared with 1913.

The total imports and exports for the last five years, including specie, were as follows:—

	Imports.	Exports.	Total trade, deducting specie.
	£	£	£
1910	5,857,335	5,304,186	10,380,822
1911	5,680,980	5,391,467	10,588,974
1912	6,430,601	6,089,706	11,725,371
1913	7,201,819	7,352,377	13,429,397
1914	6,901,072	6,610,046	12,697,417

NIGERIA, 1914.

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The imports and exports of specie for the same period were as under :—

	Imports.	Exports.	Balance remaining.
	£	£	£
1910	734,965	45,734	689,231
1911	446,106	37,367	408,739
1912	478,718	316,218	162,500
1913	870,068	254,731	615,337
1914	624,115	189,585	434,530
			<hr/>
			£2,310,337
			<hr/>

Average absorption of specie per annum, £462,067.

Taking trade as a whole, the returns for the first half of the year showed a remarkable expansion of 19 per cent. as compared with the returns of the corresponding period in the previous year, which were themselves the highest on record, imports advancing 23 per cent. and exports nearly 14 per cent.

During 1914 there were 73 tin mining companies operating in the Northern Provinces with a nominal capital of £6,175,864 and a working capital of £2,324,383. At the end of the year the companies held :—

	Acres.
225 alluvial mining leases	66,032
254 exclusive licences to prospect	660,439
27 exclusive licences to prospect under application for renewal	73,424
	<hr/>
Total	799,895
	<hr/>

In addition to the above-mentioned areas there were 18 stream mining leases for a total of 22,711 yards.

The amount of tin ore won was 6,143 tons as compared with 5,331 tons in 1913, 2,885 tons in 1912 and 1,470 in 1911. The total output for the year gives an average of 1·85 cwts. per acre of land held under mining lease. During the first six months of the year the output of ore amounted to 3,534 tons, but fell away during the last six months to 2,608 tons. The average price of a ton of metallic tin taken from the market prices on which royalties were based was £158·54. Royalty was collected during the year on 6,175 tons valued at £706,987. Royalty is collected at the port of shipment.

Gold mining operations have been undertaken near Minna, in the Niger Province, and 350 ounces of gold were won.

The minefield which had been closed to further prospecting since 1st November, 1912, for the purpose of a complete survey, was thrown open in May and July, 1914, except as regards the area included in the Bauchi Province. This latter part, which includes the bulk of the mineralised area, remained closed at the end of 1914. Progress was made with the survey until the outbreak of war, when the whole of the survey party were withdrawn for service in the field.

The coal deposit at Udi in the Onitsha Province promises to realise expectations, and the Government is taking steps thoroughly to develop it. The coal-field is not at present open to private exploitation.

MANUFACTURES.

Palm kernel oil and cake valued at about £72,000 were exported during 1914 as compared with an output in 1913 valued at £161,000. The manufacture of these articles ceased during the year, but the reason for the closing down of the factories situated at Lagos and Opobo is not known. There are no other manufactures of any importance by British and foreign firms. The native manufactures of "Morocco" leather, cloth, dyes, &c., have been described in former reports.

FISHERIES.

A steam trawler was sent out to Lagos by an English syndicate in the early part of the year and carried out some experimental deep-sea trawling, with, it is understood, successful results. An excellent and ample supply of deep-water fish was afforded, which found a ready sale and was much appreciated by all classes of the community. Operations were suspended on the outbreak of war, owing to shortage of coal supplies.

AGRICULTURE.

Southern Provinces.—As regards permanent crops the efforts of the staff of the Agricultural Department were principally directed towards establishing plantations of rubber (Para and Ceara), cocoa, kola, and oil and coconut palms. These do not thrive so well outside the moist Coast Belt, but experiments have proved that they can be successfully cultivated along the river valleys in the drier zones. From all quarters the demand by the natives for these plants has been brisk, especially as regards cocoa and kola.

The cultivation of cocoa is popular with the natives, since with relatively little labour they appear to obtain good yields. The method of planting, and the condition in which this produce is put on the market by the native growers is, however, far from ideal, and particular attention has, therefore, been paid by the Agricultural Department to educating native agriculturists on these points. The leading European merchants have co-operated usefully, and, when the native has presented his produce with a certificate from the Agricultural Department certifying that it had been cured according to the rules laid down by the Department, the merchants have willingly given a higher price. This practical method naturally appeals to the farmer and has been productive of much good. An experiment started in 1912, on the regeneration of a native cocoa farm in the Agege district, promises to afford a useful object lesson in practical scientific methods, and neighbouring farmers are showing great interest in it. The effect of careful cultivation and plant sanitation are being clearly demonstrated in a considerably increased yield. The comparatively steady market for cocoa has largely contributed to the popularity of this crop among the native planters. The outbreak of war caused a dislocation of the market, which was, however, adjusted by the end of the year and present prices are at about the normal level.

Regarding annual crops, the Department has been chiefly engaged in experimental work in connection with cotton, groundnuts, maize, and fibres.

Experimental work on the different varieties of cotton, native and American, has been continued, as well as the work of selecting hybrids, the first generation of which was obtained in 1913, from one of these native varieties (Ishan) crossed with different American strains. The latter work is a matter of great difficulty, but is full of promise. Unfortunately in the second generation of hybrids, the "leaf curl" disease, to which reference was made last year, made its appearance; it is hoped, however, that the strains susceptible to this disease may be eliminated in due course by selection. It is unfortunate that the native Ishan cotton should be so susceptible to this disease, as its lint is favourably regarded in the Liverpool cotton market. The quantity of the cotton seed distributed to the natives in 1914 was the largest on record, exceeding 900 tons, and a record harvest was confidently expected. Unfortunately, however, planting had to be delayed owing to the lateness of the rain, and the yield, in consequence, was one of the worst on record. At the International Cotton, Fibres, and Tropical Agricultural Products Exhibition held in London in 1914, the Agricultural Department of the Southern Provinces won the silver trophy presented by the British Cotton Growing Association. This was of much importance since it will favourably impress buyers as to the product that can be exported from Nigeria. The failure of the 1914 crop through drought consequently came at a particularly inopportune moment. The outbreak of war coincided with this failure and involved a reduction of the buying price of seed cotton by the British Cotton Growing Association from 1½*d.* to ¾*d.* It is impossible, as yet, to estimate the full effect of this, but there is already evidence that the low price is causing dissatisfaction. Everything will depend on how soon the present conditions come to an end, but, in any case, a decrease must almost certainly be looked for next season. The problem of the various cotton pests, viz., species of boll worms, as well as a root pest, seed bugs, and stainers, is being energetically and systematically dealt with.

The department continued to foster the creation of model plots and nurseries and though it was not found possible during the year greatly to extend this most important branch of the work, all the more care was given to those already established, several of which are in a flourishing condition.

Northern Provinces.—The rainfall during the year was abnormally low and, in consequence, agriculture suffered throughout the country, but more particularly in the province of Kano, where the failure of the food crops caused a famine. These conditions also largely discounted the value of the agricultural experiments carried out during the year.

The work at the experimental stations in the Ilorin and Zaria Provinces was principally directed towards ascertaining the variety of cotton most suitable for cultivation in the Northern Provinces. The most promising results were obtained from experiments with locally-produced seeds of Allen's long staple, Nyasaland and Cambodia.

Allen planted on six plots of one acre each, which were treated with various artificial manures in 1913 and lightly manured by kraaling cattle in 1914, gave an average crop of 493 lb. of seed cotton per acre. The best plot gave 675 lb., which constitutes the heaviest yield of cotton yet recorded in the Northern Provinces. A great demand from native cultivators for this improved seed is anticipated. The Nyasaland crop raised from locally-grown seed gave a yield much in excess of that of the preceding year. Careful selection and hybridisation are being undertaken. Leguminous crops of various kinds, cereals and fodder crops were also cultivated.

The following local values of the principal items of produce of the Northern Provinces may be of interest:—Beniseed £6 to £7 per ton (increase over 1913, £2,566), gum Arabic 1*d.* per lb. (decrease £1,435), Shea nuts £7 per ton (decrease £21,905), Shea butter 2*d.* per lb. (increase £279); hides 8*d.* to 10*d.* per lb. (increase £241,086), total export £407,500; skins 1*s.* each (increase £67,486), total export £98,286.

FORESTRY.

Southern Provinces.—During the year, many forest areas have been surveyed which it is proposed shall be created forest reserves.

The exploitation of the Oni Forest Reserve has been begun by Government. This reserve contains magnificent trees yielding several kinds of first-class timber, such as mahogany, Iroko, Sida, Ekki, and Erun. The logs will be floated from Oni to a saw mill at Apapa (Lagos), a distance of 40 miles, from whence the timber can either be railed up-country or shipped over seas. The development of this project will be described in the report for 1915.

The revenue collected by the Forestry Department during the year was approximately £11,000, as compared with £20,920 in 1913. Twenty-two new timber areas were licensed, while 48 areas were worked.

Northern Provinces.—During the year the gum-producing resources of the Bornu Province were investigated. It was ascertained that the more valuable kinds of gum obtainable in large quantities compared favourably with the best Sudan grades. Large natural forests of the best gum-producing species exist, but owing to their distance from the coast and the present difficulties of transport, the prices offered locally are not sufficiently high to make the collection of wild gums an attractive occupation for natives.

LANDS.

Northern Provinces.—Under the provisions of the Land and Native Rights Proclamation, “rights of occupancy” are granted to non-natives and to natives alien to the district (who are not, therefore, amenable to the general tax) at Government stations, trading depôts, etc.

The term of occupancy depends, in the case of building sites, upon the permanency or otherwise of the buildings to be erected and may, in the case of urban building sites, extend to 60 years, the rent being periodically revisable. Such areas are usually limited to from 3 to 5 acres. Sites are put up to auction, the bidding being at present on the yearly rental, with an upset rental fixed.

At all stations where there are Europeans resident, or where their advent is probable, European and native “reservations” are laid out at a distance of 440 yards from each other (primarily with a view to the segregation urged by the sanitary authorities to prevent the spread of malaria), while every effort is made to afford equal trading facilities (in the way of railway sidings, etc.) to both. No European may reside in a native reservation, and only such natives as are in the immediate employ of Europeans may reside in the European location. Sites for natives are usually granted for short terms only, since their occupation is generally not permanent and the buildings erected are of a temporary nature. Building sites other than “urban” granted to non-natives are usually for a term of 35 years, the rent being revised septennially.

Agricultural or plantation rights of occupancy are usually granted for terms not exceeding 45 years and for areas not exceeding 1,200 acres. They are usually conditional upon a reasonable acreage being brought under cultivation within specified periods.

Rights of occupancy are also granted under the Minerals Proclamation, 1913, in connection with mining leases, provided that the land is required for the full and effective exercise of the rights conferred by the mining lease, and for no other purpose. The conditions under which surface rights may be acquired by lessees of minerals is at present under consideration.

The rentals at present paid in the Northern Provinces vary from a few shillings in outlying districts and for small building sites in the native reservations to £12 or more for plots in the same reservations at important trading centres where immediate access is given to a railway siding and up to as much as £50 or more for building sites on long terms in the European reservation at an important trading centre with railway facilities.

The whole system of certificates of occupancy, including the creation of European and native reservations, has been revised during the year. The system of auction, and some uniformity in conditions, has been introduced.

Southern Provinces.—Titles to Crown lands in the Colony and Southern Provinces are issued in the form of leases, the conditions of which are governed by the purposes for which the land is required. Building leases are granted for trade and residence. The value of buildings to be erected is fixed in each case. If the buildings are to be substantial, a term up to 60 years is allowed. Building leases are auctioned, the bidding at present being on the yearly rental. An upset rental is fixed in each case, principally by reference to the value of similar sites in the neighbourhood. Rents are revisable every 20 years in the case of a long term, and at lesser periods in the case of short terms. Leases of siding plots at railway stations are issued on special terms. The erection of a warehouse is required; the term does not usually exceed 25 years, and rent is revisable after ten years. Where Crown lands are required for agricultural purposes, the lessee is usually required to expend an amount equal to 5s. per acre of the area leased, and to bring the area under cultivation within a fixed time. The term allowed is up to 45 years and rent is normally revisable every 15 years. Leases of native lands to others than natives of Nigeria are issued with the approval of the Governor on such conditions as the Governor may direct in each case.

SHIPPING.

The following statement shows the steamers and sailing ships entered and cleared in 1914. compared with the previous year:—

Nationality.	Entered.				Cleared.			
	1914.		1913.		1914.		1913.	
	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.
STEAM :—								
British ..	293	504,724	31	530,876	271	467,074	300	510,911
German ..	113	199,419	19	341,516	119	198,890	187	332,709
French ..	74	18,402	60	9,477	81	21,315	62	9,513
Dutch ..	..	..	2	17	..	..	2	17
Norwegian..	8	8,105	..	..	6	5,228	..	..
Spanish ..	2	242	..	..	2	242	..	..
	490	730,892	563	881,886	480	692,749	551	853,150
SAIL :—								
British ..	..	..	1	2,287	..	..	..	..
Norwegian..	..	..	1	568	..	..	1	568
Total ..	..	..	2	2,855	..	..	1	568
	490	730,892	565	884,741	480	692,749	552	853,718

The value of the trade carried by British and Foreign vessels during the year compared with the preceding year was as follows:—

	Direct.				Transit.			
	1914.		1913.		1914.		1913.	
	British.	Foreign.	British.	Foreign.	British.	Foreign.	British.	Foreign.
Entered ..	£ 6,194,657	£ 706,414	£ 6,304,520	£ 897,299	£ 50,490	£ 24,974	£ 98,044	£ 65,959
Cleared ..	5,338,851	1,271,195	5,537,152	1,815,225	125,466	74,040	167,880	158,287
Total ..	11,533,508	1,977,609	11,841,672	2,712,424	175,956	99,014	265,924	224,246

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LEGISLATION.

All Ordinances enacted during the year were stated in the enacting clause to be applicable, either in whole or part, to either the Protectorate (or any part of it) or to the Colony and Protectorate, so that there will as from the date of amalgamation be only one statute book for Nigeria. The Ordinances enacted during the year, in so far as they embodied the existing legislation of either Northern Nigeria or Southern Nigeria, repealed the existing law and re-enacted it with such changes and amendments as were necessary. Owing to the necessity for making a slight change in the wording of the letters patent to give effect to this intention, no legislation was enacted till late in the year, when some progress was made with the re-enactment of some of the more important laws which were affected by the amalgamation. Among these were :—

“The Criminal Procedure Ordinance, 1914,” to make provision in relation to Criminal Law and Procedure.

“The Supreme Court Ordinance, 1914,” to make provision for the administration of justice and to constitute the Supreme Court of Nigeria.

“The Provincial Courts Ordinance, 1914,” to make further provision for the administration of justice and to constitute Provincial Courts in the Protectorate.

“The Native Courts Ordinance, 1914,” to make further provision for the administration of justice and to constitute Native Courts in the Protectorate.

“The Trading with the Enemy Ordinance, 1914,” imposing penalties for, and making other provision in relation to, trading with the enemy.

“The Aliens Restriction Ordinance, 1914,” to enable the Governor, in time of war or imminent national danger or great emergency, by Order in Council to impose restrictions on aliens and make such provisions as appear necessary or expedient for carrying such restrictions into effect.

“The Marriage Ordinance, 1914,” regulating the law of marriage.

“The Mineral Oils Ordinance, 1914,” to regulate the right to search for, win and work mineral oils.

“The Native House Rule (Repeal) Ordinance, 1914,” to repeal the Native House Rule Ordinance.

“The Trade Marks Ordinance, 1914,” to consolidate and amend the law relating to trade marks.

The group of Ordinances setting up the Supreme, Provincial, and Native Courts (together with the Arbitration and Coroners' Ordinances) gave effect to a reform in the judicial procedure which had long been under consideration, and unified the system throughout Nigeria. While the Supreme Court has concurrent jurisdiction with the Provincial Courts over all non-natives throughout Nigeria, it has exclusive

territorial jurisdiction only in certain centres where there is a large non-native population. Cases may, however, be transferred with the approval of the Governor-General from the Provincial to the Supreme Court. Sentences of the Provincial Courts exceeding six months' imprisonment require confirmation before they are operative. A new and more intelligible definition of the terms "non-native" and "native" involved some changes in the Native Courts Ordinance as hitherto applicable in the Northern Provinces, and the term Judicial Council is now defined as referring only to the Councils of paramount chiefs.

EDUCATION.

Northern Provinces.—There were four primary and two technical Government schools open at the commencement of the year, and four more primary schools were inaugurated during the year.

The number of pupils attending the Government schools, all of which are in the Mohammedan emirates, was 512. The high percentage of attendance (95·9) may be accepted as an indication of the keen interest of pupils and parents.

During the year Provincial schools were opened at Zaria and Bida, a training class for teachers at Ilorin, and small schools at Birnin Kebbi (attached to the Sokoto school) and at Badeggi (attached to the Bida school). Satisfactory progress has been made. At the beginning of May the central school at Kano was discontinued. The majority of the pupils entered the Provincial schools at Sokoto, Katsina, Bida, and Zaria, while the instruction of the remainder was continued in the Provincial school at Kano. A new building for the latter (in Kano town) was commenced in September, which will provide accommodation for 240 pupils. The cost of erection is borne by the Native Administration.

The total number of native teachers at the end of the year was 33, most of whom had passed through the Kano schools, and all of whom had previously received a fair training in the native Mohammedan schools, supplemented by a more general and advanced instruction from the officers of the Education Department. They are all men of good social standing, and are natives of the provinces in which they are employed. The difficulties due to a lack of trained native teachers suited for employment in pagan districts, the prejudice of parents against sending the children to school, the disinclination of pagan pupils to attempt combined and systematic work, and the obstacle presented to European teachers by the acquisition of the vernacular, have delayed the inauguration of schools among the non-Hausa speaking tribes, but it is hoped that these initial difficulties are being gradually overcome.

In the technical school at Kano instruction was given in the following crafts; carpentry, cabinet-making, embroidering, weaving, tailoring, tanning, leather-work, smith's work, brick-making and laying. At the end of the year there were 16 instructors and 86 learners.

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The five mission societies working in the Northern Provinces maintained 58 schools, the total number of pupils on the rolls being 1,682. The number of Mohammedan (native) schools (not at present under the control of the Education Department) in the Kano, Bauchi, Niger, Yola, Muri, Nassarawa, Ilorin, and Zaria Provinces, is estimated at 15,636 with 119,190 pupils.

The total expenditure in the Northern Provinces on Education was £13,735, the whole of which was expended on Government schools.

Southern Provinces.—The number of schools and of pupils at the end of 1914, as compared with 1913, will be seen from the following table:—

	1913.			1914.		
	No. of Schools.	Pupils on Roll.	Average Attendance.	No. of Schools.	Pupils on Roll.	Average Attendance.
Government ..	54	6,118	4,584	54	5,757	4,175
Assisted ..	80	16,530	12,301	85	15,211	11,814
Unassisted ..	407	28,712	18,841	714	43,791	33,154
Total ..	541	51,360	35,726	853	64,759	49,143

The total expenditure on education in the Southern Provinces was £34,165, of which £2,062 was expended on the maintenance of Government schools, while grants to assisted schools amounted to £12,293.

The total expenditure on education in Nigeria during the year 1914 amounted to £47,900, being 1·5 per cent. of the realised revenue.

GOVERNMENT INSTITUTIONS.

HOSPITALS AND ASYLUMS.

Northern Provinces.—The number of Europeans admitted to the hospitals at Zungeru, Lokoja, and Kaduna during the year was 236, of whom eight died. In 1913, 208 were admitted and five died; 5,964 natives were admitted to hospital, of whom 346 died.

The total number of out-patients treated during the year was: Europeans, 1,242 with 6 deaths; natives, 22,521 with 296 deaths. The corresponding figures for 1913 were: Europeans, 1,336 with 4 deaths; natives, 22,385 with 318 deaths.

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Southern Provinces.—The following is a general summary of patients treated at the various hospitals and dispensaries in the Southern Provinces during the year:—

		Out-patients.	In-patients.	Invalided.	Deaths.
EUROPEANS {	Officials	1,257	275	41	5
	Non-Officials	1,247	343	45	17
	Total	2,504	618	86	22
	Native Officials	4,146	510	7	6

Natives other than Government Officials:—

In-patients.	Total Attendances of Out-patients.	Deaths.
7,717	418,397	533

JUDICIAL STATISTICS.

OFFENCES AND CONVICTIONS.

In the *Northern Provinces* the number of offences reported to the Police dropped from 2,967 in 1913 to 2,246 in 1914, and the number of persons brought before the magistrates from 2,892 to 2,190. The number of summary convictions also showed a considerable reduction, having fallen to 373 as compared with 559 in the preceding year. The Inspector General of Police, Northern Provinces, states that the decrease in the number of offences reported to the police and the number of persons brought before the magistrates as compared with previous years, is due to a larger number of minor cases having been tried before the native tribunals owing to the withdrawal of the police from several stations on account of the War. In the Superior Courts the decrease in the number of convictions is also well marked, the figures for 1914 being returned at 1,502 as against 2,028 in the previous year.

In the *Southern Provinces* the number of cases reported to the police increased from 11,009 in 1913 to 11,578 in 1914, but the number of cases brought before the magistrates and the Provincial Courts shows

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a slight reduction—from 16,001 in 1913 to 15,944 in 1914. The number of summary convictions increased from 12,556 to 12,938, but the convictions in the Supreme Court fell from 287 in 1913 to 239 in 1914. It is possible that the withdrawal of a large number of police from their ordinary duties in many stations, for duties with the military, may account for a certain number of undetected crimes during the year. Taken as a whole, the criminal statistics of the Southern Provinces for the year are for purposes of comparison of doubtful value owing to the establishment of the Provincial Courts from the 1st October and the consequent curtailment of the area served by the Supreme Court.

MAGISTRACY.

In the *Northern Provinces* the duties of the "Station Magistrates" at Lokoja and Zungeru comprise more executive than magisterial work. The number of persons brought before them is returned as 2,190, as against 2,892 in 1913. Summary convictions numbered 373 in 1914 and 559 in 1913, a larger number of minor cases having been tried by the Native Courts.

Southern Provinces.—Station magistrates are appointed at Lagos, Calabar, and Warri, but in the first-named place only are the magisterial duties really onerous. The number of cases reported fell from 16,001 in 1913 to 14,307, and the number of summary convictions from 12,556 to 11,758.

POLICE.

Northern Provinces.—The Government police in the Northern Provinces consists of 20 Europeans and 923 natives. A detachment averaging about 70 is maintained under a European Assistant Commissioner in each of ten provinces in addition to similar detachments at Zungeru and Lokoja and for the railway. In the remaining two provinces (and in all the other provinces also so far as police work among natives outside Government stations are concerned) the ordinary police duties are discharged by unarmed "Dogarai" in the pay and under the control of the Native Administration. These native police enforce the orders of the chiefs and Native Courts under the supervision of the Political Officers and have proved very efficient. The duties of the Government police consist of the detection and suppression of crime on the railway and among the non-native and alien population at the larger centres, in the provision of guards for gaols and treasuries, and of escorts for Political Officers in disturbed districts. They also provide guards for specie and convicts, etc., and do other similar quasi constabulary work, serving summonses and executing warrants, etc. They are recruited largely from ex-soldiers of good character.

On the outbreak of war enlistment over-strength was authorised, and at the end of the year the force was 54 in excess of the normal establishment. They relieved the troops of various garrison duties and were also employed on active service, in which capacity they proved most efficient and on more than one occasion they rendered signal service in the field, especially at Takum, where a small detachment repelled a German incursion of greatly superior forces. During

the year the police took part in seven patrols. The work of the force has been well reported on by Residents. Discipline has improved, and only 47 serious punishments were inflicted, as compared with 117 in 1913.

Southern Provinces and Colony.—The absence as yet of the organised system of Native administration which obtains in the north throws upon the regular police force in the Southern Provinces and Colony a much larger share in the detection and suppression of crime, but they also supply guards and escorts and do other work of constabulary. The force consists of 24 Europeans and of 1,560 native ranks. During the year the custom of placing one or two constables in isolated villages was in process of abandonment, and a policy of grouping larger units under more efficient supervision and control was substituted. As in the Northern Provinces, the police, in consequence of the withdrawal of the troops for service in the Cameroons, were incorporated with the military forces by Order in Council and called upon to take their part in the suppression of various disturbances, some of which were of a serious nature and were directly traceable to the unrest caused by the war and in a few cases had been fomented by German traders. In all cases the force behaved with efficiency and gallantry and proved itself invaluable in the emergency. The police took part in four "patrols" during the year. Discipline has been well maintained and the health was good. No difficulty was experienced in getting good recruits.

In spite of the withdrawal of a large number of police for this work from their ordinary duties, the number of cases reported increased from 11,009 in 1913 to 11,578 in 1914. It was, however, very noticeable that during the prosecution of hostilities in the latter part of the year serious crime in Lagos and other large centres showed a marked decrease.

PRISONS.

The number of prisoners admitted to Government gaols in the *Northern Provinces* during 1914 was 2,093, as compared with 2,149 during 1913 and 1,733 during 1912.

The Native Administrations maintain 38 gaols at the principal centres in which prisoners convicted by the Native Courts are confined. They are under the supervision of the Resident and the Government Medical Officer.

The discipline of the prisoners throughout the Northern Provinces has been excellent; there was one case only of corporal punishment. There were eight escapes during the year, only one of the prisoners being recaptured.

Prisoners were employed in road-making, sanitation, farming, gardening, and transport of stores and building material. At Zungeru and Lokoja prisoners were also employed in tailoring, shoe-making, upholstery, carpentry, smiths' work, rope and mat-making, and other industries.

In the *Southern Provinces* and *Colony* 47 gaols were maintained. There were 5,395 prisoners in prison on January 1st, 1914, and 25,860 were committed during the year as against 29,427 in 1913.

The system of prison farms was considerably extended during the year. Its importance in the Southern Provinces is greater than in the Northern Provinces owing to the much greater cost of foodstuffs. The average daily cost per prisoner has been 3·18*d*.

The total cost of the prison establishments of Nigeria was £58,048 (£57,870 in 1913) as against a paper earning of £38,488 and actual cash receipts of £1,056 (£40,234 and £1,220 in 1913).

VITAL STATISTICS.

POPULATION.

The average number of Europeans in the Northern Provinces was 969, as against 804 in 1913, classified as follows:—

	1913.	1914.
Government Officials	326	543
Trading Firms	156	165
Mining Companies	286	223
Missionaries	36	38
	804	969

In the Southern Provinces the number is estimated at roughly 2,000, of whom about 40 per cent. are officials. The European population of Nigeria may therefore be put in round figures at 3,000, of whom about 1,300 are officials.

The native population of the Northern Provinces is estimated at 9½ millions, and of the Southern Provinces at 7,856,000—a total of about 17½ millions. The average density in the Northern Provinces would therefore be about 37 to the square mile and in the Southern Provinces about 106. The most densely populated country is that around Ikot-Elkpene (Ibibio) which is estimated at 437 to the square mile. The Oban district (Southern Province) is said to have only 4 to the square mile and a large area north of Oyo is practically uninhabited.

PUBLIC HEALTH.

Northern Provinces.—There were 27 deaths amongst the European population, as compared with 13 deaths in 1913, giving a death rate per 1,000 of 27·86 as compared with 16·04 in 1913. The great increase in the death rate is mainly due to casualties on the Cameroon frontier, where 9 Europeans were killed in action.

The number of European officials invalided during the year was 61, as against 50 in 1913. This gives a rate of 112·33 per 1,000 as against 153·37 per 1,000 in 1913.

The following is a comparative statistical analysis for the past ten years :—

	1905.	1906.	1907.	1908.	1909.	1910.	1911.	1912.	1913.	1914.
Average European Population ..	342	347	424	499	544	637	641	703	804	969
Number of Deaths	10	17	7	10	13	13	13	22	13	27
Death-rate per 1,000	29·23	48·99	16·50	20·04	23·89	20·41	20·28	31·29	16·04	27·86
Number of Invalids	49	55	50	48	67	48	40*	50	70	82
Invaliding rate per 1,000 ..	143·27	158·50	117·92	96·19	123·16	75·35	108·40*	71·12	87·06	84·62

* Officials only.

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Malaria is still the prevailing cause of ill-health among Europeans. Out of a total of 236 Europeans admitted to the various hospitals, 69 were suffering from malaria, as against a total of 208 in 1913, of which malaria accounted for 63. Out of a total of 1,242 European out-patients, 327 were treated for malaria, as against 1,327 and 306 respectively in 1913.

During the year there were six deaths due to blackwater fever, which was also the number of fatal cases in 1913.

Southern Provinces.—The most common diseases among the native population are:—Pneumonia, constipation and diarrhoea, anæmia, neuralgia and rheumatic affections. Pneumonia is one of the most serious acute diseases from which the native suffers. It is most common during the cold harmattan season. There were 339 cases reported with a mortality of 14·7 per cent.

There were no deaths from malaria among officials. Three deaths occurred among European non-officials.

Yellow fever, which had broken out in 1913, reappeared in 1914. A case occurred at Warri, and another at Onitsha, the infection apparently having taken place between Degema and Oguta. Two cases occurred in Lagos (one an engineer on a branch boat) and the usual strict measures were taken. Both cases recovered, and quarantine was raised on March 4th. The fifth case (a railway official) occurred at Ebute Metta (near Lagos) and recovered. The sixth was a fatal case on board S.S. "Nembe" at Forcados. The seventh also took place on board a coasting vessel at Calabar, though the infection probably occurred at Bonny, and was fatal. The eighth was also a fatal case of a seaman at Burutu. All the cases, with one exception, were unofficials. In all there were 8 cases among Europeans with 4 deaths, as against 17 cases and 9 deaths in 1913. No cases were reported among natives in 1914.

There was a large increase in the number of cases of beriberi reported, almost entirely from the Cross River districts; 227 cases occurred with five deaths. There were no cases among Europeans.

Dysentery shows an increase over last year of 263 cases though the mortality was practically the same. An epidemic was reported as occurring in the Udi prison where there were nine deaths. Emetine has been largely used in treatment with good results, but until more systematic methods are adopted to determine whether the cases are bacillary or amoebic it will be difficult to appreciate the value of emetine to the full.

Nearly 90 per cent. of the cases of leprosy in the Southern Provinces occur on the River Niger in the neighbourhood of Onitsha, while the Eastern Provinces appear to be almost free from the disease. A modified system of segregation and isolation by the establishment of leper settlements or "villages" maintained by the native community, principally in the neighbourhood of the larger towns, was introduced. Farm land, where possible, is allotted, and such of the inmates as are able are encouraged to assist in their maintenance by working it; additional food and other necessaries being provided by the chiefs

or relatives of the lepers. Isolation has not been too rigidly enforced at first in order to avoid making the scheme unpopular, but it is hoped that, later on, more efficient isolation can be enforced and intercourse between the leprous and non-leprous gradually reduced to a minimum. At Ibadan, although lepers are few, the scheme was welcomed by the chiefs, and there is every prospect of the villages becoming a success. In the Onitsha province, where the disease is most prevalent, in addition to the already existing settlements, work has been pushed on and sites chosen and houses erected at four places. In this province, however, native co-operation appears to be somewhat slacking at present, as also in several other districts.

There was but one epidemic of small-pox, in the Southern Provinces, viz., in the Ekiti country. The district was visited by medical men and vaccinators. The outbreak appears to have been a severe one. The district is believed to be the last stronghold of what remains of the now almost extinct Shopono, or small-pox worship, which was once the scourge of Yoruba Land. Action is now being taken by the Government to stamp out what remains of this pernicious juju in the Ekiti country.

A systematic investigation of the prevalence of ankylostomiasis was instituted in 1914, and will be continued in 1915, with a view to determining, if possible, to what extent this disease and malaria are responsible for the anæmia so common to the country, and drawing conclusions as to the efficacy of treatment by thymol and other drugs. Since it has been found difficult to keep in touch with the cases, work has been practically confined to prisoners and hospital patients. There is no doubt that the disease is very wide-spread; the average number infected works out at about 43 per cent. Europeans are practically exempt.

SANITATION.

Northern Provinces.—The routine of sanitary—like most other civil—activity, during 1914, was considerably upset by the outbreak of war; many medical stations had to be closed in order that medical officers might be released for military service; and many of the Political Officers, whose assistance in sanitary work is in normal circumstances assured, were engrossed in other urgent matters. Much work has been, however, accomplished during the year. The areas surrounding every actual or proposed railway station throughout the entire railway system within the Northern Provinces, together with such old-established stations as Kano, Zaria, Minna, Baro, Lokoja, Ibi, Ilorin, and Jebba were, under instructions, surveyed by the Survey Department, who, under the directions of the Sanitary Officer, arranged the European and Native reservations, which should give effect to the policy of segregation and other sanitary principles.

The water-supply of Kano, which had been a source of anxiety for some time, was thoroughly investigated by the Sanitary Officer, who, *inter alia*, succeeded in isolating a hitherto unknown bacillus closely

allied to the typhoid group. Drastic steps were taken and the end of the year found the water-supply as much improved as it is ever likely to be until the installation of the proposed new supply from the river Shalawa.

One fatal case of yellow fever in a European official was reported from Jebba in July. It was the only case ever known to have occurred within the Northern Provinces, and its origin has not been satisfactorily accounted for. Jebba was one of the places which had been receiving special attention with a view to preventing the occurrence of the disease. Every possible step was taken to prevent its recurrence.

Two European officers were invalided from the Benue with trypanosomiasis, while five natives were admitted to hospital with the same infection, one of whom died of sleeping sickness. The Sanitary Officer proceeded up the Benue to investigate the extent of the disease and to devise preventive measures, and he was still engaged in this work at the close of the year. The river route was closed for a time, and later on, when it had been tentatively reopened, arrangements were made for the protection of passengers by mosquito-proofing the vessels.

In the *Colony and Southern Provinces* sanitary progress was well maintained during the year 1914, special attention being given to practical measures directed against the possible introduction of plague from the Gold Coast and propagation and spread of yellow fever which was still with us as a continuation of the 1913 epidemic. A beginning was made with the systematic training of intelligent young natives as sanitary inspectors.

The more important towns, such as Lagos, Warri, Forcados, Onitsha, Bonny, and Calabar, have received considerable attention and are making satisfactory progress in sanitary matters. The responsibility for the sanitary development of out-districts devolves almost entirely upon the respective medical officers, who endeavour to instil into the native mind the necessity for cleanliness of markets, towns, and villages, and much help in this direction is received from executive officers, who are also keenly interested in the work. Ibadan, for instance, the largest native town in Nigeria, owing to the work of the Administration staff, showed more improvement during 1914 than in all previous years.

The teaching of hygiene in schools and by practical demonstrations in the various towns was continued and considerable progress was manifested.

VETERINARY.

During the year two veterinary officers were appointed and attached to the Agricultural Department in the Northern Provinces. They have been principally engaged in collecting information regarding the condition of live stock, and the prevalence, classification, and diagnosis of diseases. Work was not started until comparatively late in the year, and sufficient proved data are not yet available on which

to base a report, although the work done will be of great future value in assisting to frame a programme for improvement of stock and for the prevention and treatment of epizootic disease amongst the horses and flocks and herds which constitute some of the principal assets of the Northern Provinces. One of the two officers was attached to the mounted infantry for service in the field on the outbreak of war, and his services were therefore lost, for his normal duties, during the greater part of the time he was in the country.

METEOROLOGY.

Northern Provinces.—Owing to the fact that many medical officers were on active service on the Cameroons frontier, the Meteorological records in the Northern Provinces for the year are incomplete. This makes comparison of the average annual rainfall somewhat difficult as it was during the rains that the records ceased. Generally speaking, however, there was again a remarkable shortage of rain, and the average for the Northern Provinces was 28·78 inches in 1914, against 31·50 inches in 1913 and 39 inches in 1912. The heaviest rainfall in 1914 was at Naraguta (59·17 inches).

Southern Provinces.—Throughout the year meteorological observations were taken at thirty-four stations.

On January 1st, a universal standard time for Nigeria was adopted, viz., half an hour fast on Greenwich mean time, corresponding to the meridian 7° 30' E. long.

MILITARY FORCES AND OPERATIONS.

On January 1st the military forces were united and placed under a single command. The varying rates of pay and conditions of service obtaining in the North and South, were, as far as possible, assimilated. The strength, composition, and armament of the forces are not considered to be suitable subjects for this annual report.

The following military operations were undertaken in the *Southern Provinces* during 1914 :—

On 6th February a force of six sections of infantry was detailed to deal with the turbulent Sonkwala tribes on the German frontier which had threatened the boundary survey and had attacked Government messengers. They were said to be well-armed and plentifully supplied with powder. The enemy had completely surrendered by 16th March and accepted terms imposed which included the surrender of guns, making of roads and rest-houses, and payment for two years of an annual tax. Their casualties amounted to 69 killed and wounded, those on our side being nil.

There was much unrest in Udi district throughout the year. During March the town of Oye fired on a survey escort, and four sections of troops proceeded thither. The operations lasted for a fortnight; the enemy's losses amounted to about 30 killed and wounded.

More serious disturbances took place later in the neighbourhood of Akebi in the same district, where sixteen Hausa traders were murdered during October. A strong force of over 200 troops soon restored order, the murderers being given up, and the terms of surrender complied with.

In October the natives of Kwale murdered forty-one persons, amongst whom were two Native Court clerks, five Court messengers, and seventeen Hausas. Troops and police were at once despatched to the scene of the outbreak, and met with the most determined opposition, which collapsed, however, towards the end of the month. All the murderers were handed over, tried by the Supreme Court, and forty-two sentenced to death. It seems not improbable that this and other symptoms of unrest were due, more or less directly, to the action of German traders, who were shortly after removed from Nigeria.

At Awka, in the Onitsha Province, the troops were attacked by the natives of Atchina and Arkpo; operations lasted from 17th-24th September. The enemy suffered thirty-six casualties.

At Obubra, in the Calabar Province, it was found necessary during March to call in troops to quell inter-town fighting, in the course of which many natives had been killed on both sides.

On the outbreak of war, the police force was partially mobilised and by an Order in Council directed to serve with the military forces of the Colony and Protectorate. For several months police were actively engaged in the repression of internal disturbances of a serious nature, particularly in the Owerri Province. The affected districts were Aba, Opobo (Ogoni), Okigwi, Orlu, Owerri, and Bende; in the first three cases punitive measures were found to be necessary.

In the *Northern Provinces* a patrol was despatched to the Agatu district of the Bassa Province in January, where inter-tribal fighting was taking place and some towns were reported to be in a state of anarchy. One native was killed.

Operations were undertaken against the Verre and Lala pagans in the Yunguru district of the Yola Province in March and April, with the object of quelling disturbances which had arisen from the murder of the district headman and 17 of his following, followed by an attack on the fort at Pirambi, held by a detachment of the W.A.F.F. The casualties were estimated at over 200 pagans killed, while three soldiers were wounded, and more than 50 friendly tribesmen were killed.

A patrol which visited the Katakwe and Kaleri districts, in the S.W. corner of the Bauchi Province in May was attacked at Katakwe. The inhabitants of this town have been for years reported as lawless and prone to attack friendlies. Seventeen natives were killed.

A police patrol in the Mumuye district of the Muri Province came into conflict with the tribesmen in June, and five natives were killed.

In the Dukawa portion of the Yauri Emirate, Kontagora Province, the Assistant District Officer and the native head of the district were fired on when arresting two criminals in June. Five natives were killed.

In the same month the southern Haraba clan of the Munshis in Muri Province attacked a party sent to arrest six town headmen. It is estimated that 20 natives were killed.

In June and July a patrol was sent to the Mada tribe, Lafia Division of Nassarawa Province, to enforce payment of outstanding tax for 1913 by 6 Mama villages and 20 Mada villages. Casualties—5 natives killed, 2 wounded.

In October, a patrol assisted by police was despatched to the districts of Kotonkarifi, Niger Province, and Umaisha, Nassarawa Province, to quell disturbances among the Bassa, which arose, it is understood, because they believed that all British officials had gone to war with the Germans and had been exterminated, and they thought the opportunity might be turned to their advantage, and used to raid neighbouring tribes. Thirty-four Bassa natives were killed and some wounded, the native Political Agent received an arrow wound in his foot, and six of the Kotonkarifi people were wounded and one killed by the insurgents. The officer in command received a slight arrow wound. Fines amounting to £238 were inflicted on 27 villages.

A police patrol visited the Bassa Province in October and November, for the purpose of quelling a rising of the Bassa-Nge tribe who made a sudden attack on Mr. Cowper, A.D.O., and six police. A fine of £204 was inflicted on the 12 towns primarily concerned. The cause of the outrage was that a German trader had told the Bassa-Nges that the Germans would be in their country in three months, since the English were being defeated. He advised them to pay no taxes and told them the Germans would give them what they wanted. Mr. Cowper had two carriers, a servant, and a boy killed, a policeman severely wounded, and four carriers missing. The Bassa-Nges are believed to have lost 12 killed.

A police patrol was sent to the Tangali district, Gombe Division of the Bauchi Province, in November, to deal with a section of pagans who had set upon a native official and a peaceful village, killing 14 and wounding 12 of them. Nine of the aggressors had been killed and several wounded in the affray. Nine more were killed and seven wounded when opposing the patrol. Our casualties were nil.

RAILWAY.

The main results of working, including charges for haulage of Government materials, were as follows :—

	1913.	1914.
Mean mileage operated	936	950
Gross Receipts	£713,628	£763,913
Working Expenditure	£385,130	£448,979
Proportion of Working Expenditure to Gross Receipts	53·97%	58·77%
Net Receipts	£328,498	£314,934
Total Capital Expenditure on mileage open for traffic	£6,094,242	£6,656,476
Percentage of Net Receipts to Capital Expenditure	5·39%	4·73%

During the seven months preceding the outbreak of war, the gross earnings amounted to £507,516, or an average monthly revenue of £72,500 compared with an average for 1913 of £59,500—an increase of 20 per cent. During the last five months of the year, however, the earnings fell to £242,701 only, or a monthly average of £48,540, a decrease of 16½ per cent. compared with the average for 1913. Immediately before the declaration of war, traffic prospects, and the general financial position of the railway, were therefore very favourable, but these conditions were at once adversely affected. Traffic suffered a severe set-back due to the cessation of trading by the German and Austrian firms, who had been doing a large business with the railway, and to the general disturbance of trade. Traffic conditions gradually improved, however, and there appeared to be every prospect of regaining a considerable amount of the trade that had been temporarily lost. These prospects were destroyed by the serious shortage of steamer tonnage towards the close of the year, which not only caused a great congestion of produce awaiting export at the Iddo terminus, but checked the revival of trade. It was very fortunate under these circumstances that the reconstruction of the terminal yard and the provision of adequate shed accommodation had been completed, for otherwise it would have been necessary to refuse to accept goods for carriage until the sheds were cleared.

The proportion of working expenditure to revenue increased from 53·97 per cent. in 1913 to 58·77 per cent. in 1914, due to the heavy decrease in traffic during the last five months of the year. This is one of the unsatisfactory consequences of a sudden interruption of normal business, as it is impossible to reduce expenditure in proportion to the reduction in earning power. The rise in the price of all materials, and especially coal, further accentuated the unfavourable conditions.

Several large temporary reductions in rates were nevertheless made in the interests of the mercantile and mining communities. The rate on palm kernels was reduced by 10 per cent. and on groundnuts and

shea nuts by 30s. per ton from Kano. The rates on mining machinery and plant and tin ore were also lowered. A further special reduced rate was also granted for six months upon the outbreak of war on account of a heavy temporary fall in the price of tin ore.

On July 1st, the opening of the narrow gauge line extension of 31 miles from Jengre to Jos brought the railway on to the mine-fields plateau. This was followed in September by the opening of the remaining 10 miles to Bukuru, completing this section of the line, which now amounts to 141 miles. The extension has been constructed within the estimate of £145,754, and has been paid for from the general revenue of the Protectorate.

The scheme for the removal of headquarters from Ebute Metta to Kaduna, including the establishment of central and modern locomotive and carriage and wagon workshops, was sanctioned at an estimated cost of £385,215. Owing to the very unfavourable conditions which would be met in placing orders for machinery, etc., and also for financial reasons, the part of the scheme relating to the workshops has been temporarily postponed. A reduced programme of buildings and offices, for the transfer of the other departments to Kaduna, is, however, being carried out.

The completion of the reconstruction of the terminal yard, with sorting and warehouse sheds, at Iddo, has greatly facilitated the work of the railway shipping port.

On the outbreak of war, a railway contingent was formed and despatched to the Cameroons. The contingent consisted of 11 European officers, and the military authorities expressed their appreciation of the work performed in restoring the track and bridges destroyed.

The actual capital added during the year, both from Loan funds and Protectorate Reserves, amounted to £562,233.

RAILWAY CONSTRUCTION.

Work on the Eastern Railway was continued during the year, but after the outbreak of war it was, for financial reasons, decided to postpone the construction of the Central and Northern sections. Construction is for the present, therefore, being confined to the section from Port Harcourt to the coal fields (150 miles). The survey of the Northern and Central sections is being continued, and so also are borings for a site for the bridge to cross the Benue in the vicinity of the "Munshi Rapids." At the end of 1914, clearing on the Southern section had been completed to mile 78, the earthworks being completed to mile 54½ and well in hand to mile 78; rails had reached mile 15½. Fourteen miles of track had been laid southward from Kaduna on the Northern section before work on that section was discontinued in September. The whole area of the site of Port Harcourt (the main terminal and port) has been cleared and laid out. Designs are now being prepared for the wharves and for laying out as a model port. A temporary wharf will be put in hand shortly, to deal with produce and imports, as soon as a portion of the line, probably the first 72 miles, is opened for traffic.

A short colliery line of about one mile in length, with a fall of 75 feet in that distance, will connect the colliery with the main line. The main coal seam is now being opened up under a manager, and it is hoped that, before the middle of 1916, the line, albeit not fully completed, will have reached the coal fields, and that the colliery will have been able to extract a considerable quantity of coal in readiness for conveyance to the port.

On the whole the health of the European staff and the labourers engaged on the construction of the Eastern Railway has been good, and the result of the clearing at Port Harcourt has been a large decrease in biting flies, though mosquitoes, owing to the proximity of swamps as yet unreclaimed, are still fairly numerous.

An immense improvement in the work by the labour gangs on the Southern section has to be noted. When construction commenced a year or so ago, the labour was so inferior and the people so primitive and undisciplined, that it took probably two to three men to do the work of one ordinary labourer from the north. They are now so improved that fully 75 per cent. perform the allotted task—one cubic yard per diem—and earn the full wage. They are paid in proportion to the work done. They are much improved in appearance by the regular work, and large numbers are now coming in voluntarily as wage earners. As instructions had been given that nothing but coin should be used in payment of labour, the forms of native currency are disappearing along the line of the railway, and the West African silver and nickel-bronze coins (as well as British silver) are being readily accepted by the natives.

The total expenditure on the Eastern Railway to the end of the year was £1,027,399, which was found from the surplus balances of Nigeria. Construction was carried on under Mr. Bland as engineer-in-chief, and under the general superintendence of Mr. Eaglesome, C.M.G., Director of Railways and Works. The total European staff employed numbered 165 at the close of the year, with about 18,000 native labourers.

LAGOS HARBOUR WORKS.

During 1914 satisfactory progress was made with the works now in course of construction with the object of making the Port of Lagos open to ocean-going steamships. Work on the Eastern Mole, which had reached a length of 7,778 feet early in July, was temporarily stopped until such time as the Western Mole shall have advanced sufficiently to enable the combined effect of the two moles on the entrance to the channel to be observed; 497,873 tons of stone have been used on the Eastern Mole. The Western Mole had, on 31st December, been extended to 2,636 feet, 661 feet having been constructed during the year; 261,869 tons of stone have been used on this mole.

The total cost of these Harbour Works is estimated at £897,000 (provided by loan), of which the expenditure to the end of the year was £558,989. An extension of the Apapa Wharf by a length of 180 feet, and of the Customs Wharf by 400 feet, to afford berthage of 20 feet at low water for ocean-going steamers, was sanctioned during the year and will shortly be taken in hand.

The bar draught during the year was subject to some variations. It was raised to 19 feet on February 4th, and was maintained at that depth till July 1st, but subsequently decreased to a minimum of 13 feet 6 inches on September 29th. Following this an improvement set in and a depth of 17 feet was maintained from November 23rd. During the period February to July, the mail steamers made regular use of the harbour both outward and homeward, the largest steamer being the "Abosso" (4,762 registered tons).

MARINE SERVICES.

The Marine Departments of Northern Nigeria and Southern Nigeria were amalgamated on January 1st, under the late Lieutenant Child, R.N., whose death on service was a great loss to Nigeria. At the outbreak of war the greater part of the Marine Department was sworn in as a "Marine Contingent" and some 12 vessels and a large part of the personnel were sent to assist the Naval Forces engaged in the operations against the German Cameroons. The Senior Naval Officer has reported the excellent work done in mine sweeping and other operations of war by the Nigerian Marine, at the cost of several casualties. The staff in Nigeria were employed at high pressure in strengthening river vessels to carry heavy guns, in protecting with such plating as was available, in the manufacture of kites for mine sweeping, and in repairs of damaged vessels, etc., upon which, in the earlier phase of the campaign, success largely depended.

The usual launch services were maintained during the year until the outbreak of war, when several of them, notably the important Lagos-Sapele services, had to be closed down owing to the withdrawal of vessels for active service. The receipts from these services were in consequence much reduced during the year. The proposal to dispose of some of the services to a privately formed Company, which had been under discussion since 1913, was finally abandoned during the year, and an increased tariff of fares and freights (except on the Niger service) was approved for introduction on the 1st January, 1915, in order to put the services on a commercial basis, as far as possible.

The new and expensive dredging and reclamation plant was, with the exception of the new dredger, received towards the middle of the year, and operations were commenced shortly afterwards to dredge the deep water channels in Lagos Harbour required in connection with the new wharfage accommodation which is being provided in the port at the Customs Wharf and Apapa, for ocean-going steamers.

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One of the existing dredgers was accepted for use in this connection, pending delivery of the new dredger which is being built for this purpose, but the work had to be closed down in September, owing to officers and men and a portion of the craft being sent on active service.

PUBLIC WORKS.

Southern Provinces.—The outbreak of war in August necessitated the curtailment of the programme of public works, but many useful works had already been successfully completed or were in such an advanced stage towards completion that work had to be continued.

In Lagos, the printing office was completed at a cost of £10,564. A new prison at Warri was commenced but could not be finished owing to delay in arrival of material from England. At Forcados a European Hospital, and at Burutu a house for the Collector of Customs, were built. At Bonny a Sanitary Station has been constructed, which should meet the requirements of that part of the coast for some considerable time, and a Native Hospital was finished at Onitsha.

The road between Ibadan and Ijebu-Ode was completed; much work has been carried out on the Benin-Ifon road; and through communication has been established between Benin and Asaba on the Niger by the construction of a bridge over the Ossiomo river. Through communication has also been established between Onitsha and Itu on the Cross river by constructing a deviation to avoid Oguta lake and bridging the Njaba river and the Imo river at Owerinta. These two bridges cost £3,302. A road was constructed from Opobo to Essene and a bridge built over the Essene river.

The Lagos Waterworks were practically completed in 1914. During this year the majority of the mains were laid and the trunk main completed. Erection of the machinery was delayed owing to its late arrival from England, but pumping was commenced and the scheme was put in operation during December. The total expenditure up to the end of the period covered by this report was £296,700.

Northern Provinces.—£16,456 was provided for the repair and maintenance of existing buildings, and £112,520 for the construction of new works; of the latter sum, £60,000 was allotted for works at the new capital.

At Kaduna (New Capital) by the end of the year 30 miles of road had been surveyed and cleared, 20 bungalows with necessary out-houses had been built, five large iron store-sheds and one brick store had been erected, and eight bungalows and 30 blocks of barracks (quarters for 300 soldiers) were in course of construction. In view of the prospective move to Kaduna, no work of any magnitude was undertaken at Zungeru, although various minor works were carried out.

At Lokoja the water supply from Mount Patti was increased by connecting up with new springs, improving the filter beds and increasing the water storage accommodation. Various buildings and bridges were erected.

The total expenditure on recurrent (repair) works was £14,304, and on new works £85,335.

GENERAL.

1. The year 1914 will ever be a memorable one in the annals of Nigeria, in that it opened with the amalgamation of the two separate Administrations of Northern and Southern Nigeria into a single Government of Nigeria, and its close saw the outbreak of the great world war, which affected the country not merely as an outlying part of the British Empire in its trade and its revenue, but more nearly in that, at its commencement, Lagos was not without fear of invasion, and later the whole resources of the country were directed to the prosecution of the war against the neighbouring German Colony of the Cameroons.

AMALGAMATION.

On January 1st (as Governor of both Northern Nigeria and Southern Nigeria) I was privileged to declare at a public ceremony that by His Majesty's order those two Administrations had ceased to exist, and were replaced by the single Government of Nigeria, under a Governor-General, constituted under new Letters Patent and Orders in Council with a new seal and flag.

The principal changes introduced by this new departure were as follows:—The "Colony of Southern Nigeria," whose boundaries for the first time were accurately defined, became the "Colony of Nigeria" under an "Administrator" responsible direct to the Governor-General, with a small Secretariat and Political Staff, but dependent as regards all other departments on the staff of the Southern Provinces of the Protectorate. The Legislative Council remained, but its powers of legislation were restricted to the Colony, since "it would be manifestly unjust to place the Mohammedan Emirates of the North and the mining interests of the Bauchi plateau under a Council sitting on the coast, in which they could have no representation." The annual estimates of expenditure continue to be submitted separately to the Council—a sufficient sum to meet that expenditure being assigned from the general revenues of Nigeria.

A new Executive Council, comprising the senior officials of the whole of Nigeria replaced the former restricted Council. A new body named the "Nigerian Council" was also created, which included among its members the leading official and unofficial representatives, both of the European and native communities, concerned with shipping, banking, commercial, and mining interests. The Council must meet at

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least once in the year, and for the present, at any rate, its functions are restricted to a review of current events, and to an expression of public opinion in regard to the developments of Government policy.

The Protectorate, which comprises an area of 334,300 square miles, was now divided into two spheres, each under a Lieutenant-Governor (assisted by a separate Secretariat) responsible to, and exercising large powers on behalf of, the Governor-General. These spheres corresponded with the former territories of Northern and Southern Nigeria, and were termed the Northern and Southern Provinces—an arrangement which obviated the difficulty presented by the fact that they were each subject to a different set of laws, in some cases widely divergent—and differed essentially in many matters of policy and administration. The system of land tenure and the prerogative of the Crown in respect to lands, the system of taxation, of the Courts of Law, and the methods of Native Administration were fundamentally different; and the adoption of any other method of sub-division, such as had been suggested, would therefore have produced an initial chaos. The division actually adopted, pending the unification of the laws and the evolution of a uniform policy, with such local variations as differences in race, in degree of civilisation, in religion and environment, which might prove to be necessary for Nigeria, in no way precluded a later adjustment of these spheres. The Northern Provinces, twelve in number, comprise an area of 255,700 square miles, and a population estimated at $9\frac{1}{4}$ millions. The Southern Provinces, now nine in number, cover 78,600 square miles, with a population of $7\frac{3}{4}$ millions. The Colony has an area of 1,400 square miles, and a population of 166,000. Mr. Boyle, C.M.G., Colonial Secretary of Southern Nigeria, was appointed to the senior post of Lieutenant-Governor of the Southern Provinces, and Mr. Temple, C.M.G., Chief Secretary of Northern Nigeria, to the Lieutenant-Governorship of the Northern Provinces, while Mr. James, C.M.G., became Administrator of Lagos, each having the title of "His Honour."

New Capitals. (a) Kaduna. With the approval of the Secretary of State, a site was selected for a new central capital of Nigeria, at the point where the main trunk railway crosses the Kaduna river, and where the projected trunk line through the eastern part of the Protectorate will later form a junction at the headquarters of the railway, and the site of the principal workshops. The climate of this site, situated near the edge of the central plateau at an altitude of 2,000 feet, is in sharp contrast to the moist and relaxing heat of Lagos and the dry heat of Zungeru (the respective capitals of the former Administrations); and at Kaduna, for half the year, the nights are actually cold and the air is bracing. It is assured of an abundant and good water supply, and is within easy access by railway both of the eastern and western areas, while the branch line to Baro on the Niger and the waterway of that great river afford access to the central district. The headquarters of the military force had already been located here in temporary buildings for a year, in order to test its salubrity and its freedom from tsetse and mosquitos and other noxious insects. Progress was made during the year in the erection of permanent buildings for the force, and for the railway officials in their new location, but the financial stringency due to the war has retarded progress.

(b) Yaba. In view of the expansion of the Administration at Lagos, the capital of the Colony and Southern Provinces, the difficulty of finding suitable building sites, and the growing necessity for some practical scheme of segregation of Europeans, owing to the recognition of the endemicity of yellow fever, it was also decided to remove the headquarters of the Southern Provinces Administration to a site near Yaba, some six miles from Lagos, where it is universally recognised that the fresh breezes offer a marked contrast to the heavy moist air from the sea and the swamps which surround Lagos Island. The site is from 70 to 85 feet above sea level, whereas there are few places in Lagos Island which are as many inches in elevation. The difficulty of carrying out the necessarily exhaustive surveys and tests, owing to the heavy jungle growth which covered the site, before a final decision on so important and costly a step was taken, have precluded any progress with the actual scheme during the year, and the outbreak of war, with its financial effects, has temporarily postponed its execution.

POLICY OF ADMINISTRATION.

The general policy in the North and South had in the past differed both in aim and method. The North, cut off from access to the sea by the whole breadth of Southern Nigeria (a distance of 200 miles or more), except by the precarious waterway of the Niger, until the comparatively recent completion of the single railway from Lagos, had been unable to develop its natural resources to any great extent, owing to the cost of transport, which fell as a heavy burden on the export of ordinary produce. A large portion of its peoples—probably about half—occupying the Fulani and Bornu States, were the inheritors of an ancient civilisation (based on the religion of Islam), which, prior to the assumption of the government by the British Crown in 1900, had deteriorated into a rule of tyranny and extortion. Slave-raiding had assumed gigantic proportions, and the armies of the Emirs had depopulated vast areas which had previously been inhabited by a dense and industrious pagan population. A great variety of taxes (including death duties, etc.), had become the instrument of spoliation, and the law courts, formerly under the control of Alkali deeply read in Mohammedan law and impartial in their judgments, had also to a large extent become debased and the servile instruments of a despotic Executive. In these circumstances it was the inevitable task of the early Administration to break the power of the various states by armed force, to reconstitute the Native Courts and the system of taxation, and to reform the Native Administration. The system which has been called "Indirect rule through the Native Chiefs" was set up. Its cardinal features were the recognition of the fact that native rulers were not fitted for independent government, but that under supervision by a political staff (whose policy and methods were co-ordinated in all the different states by a close touch with headquarters and were clearly defined in a series of memoranda, etc.), they could be educated to conduct their own affairs and to control a reorganised Native Executive and Judiciary. A portion of the reformed tax was assigned to them for the payment of both the Executive and the Judges, all of whom, from the Emir himself down to the heads of districts (and in some cases

even the heads of villages), were gradually placed on fixed salaries, and had fixed duties. Each separate community had its own Treasury, and its annual expenditure was kept entirely distinct from the revenue and expenditure of the Protectorate Government, and subject only to the approval of the Governor. Powers of legislation, of the initiation of new or increased taxation, of maintaining armed forces, and of the disposal of land, were retained in the control of the Government. A summary of the present financial and executive position of the Native Administration will be found in a former paragraph. A system so advanced and so elaborate in its detail could not, of course, be at once adopted in the areas occupied by the primitive pagan tribes, who inhabited fully a half of the Northern Provinces, but the general outlines of this scheme of administration were made equally applicable to all, and it devolved on the political staff by constant effort to endeavour to raise these tribes to the same level as that of the Hausa and Bornu States, but without encouraging them to adopt the Mohammedan religion.

Such, in the briefest outline, was the task essayed by the Administration of Northern Nigeria between the date of its inauguration in 1900 up to the opening of the year under review. It had absorbed the whole-hearted devotion and enthusiasm of the Administrative Staff, and the greater part of the Protectorate had now been assessed. But its material resources had, from lack of easy access to the sea, remained largely undeveloped. It depended at first on a substantial grant-in-aid from the Imperial Exchequer, averaging about £274,000 per annum, and though this was being rapidly replaced by the product of the direct tax, which yielded in 1913 the large sum of £546,000—about half of which was paid into revenue, the remainder being assigned to the Native Administration—the essential needs of the country could not be met without a considerable additional revenue. This was just beginning to accrue, owing to the phenomenal development of the trade of the country due to the advent of the railway, but means were lacking for the development of roads, and for every other form of incentive to trade.

Southern Nigeria, on the other hand, presented a picture which was in almost all points the exact converse of that in the North. Here the material prosperity had been extraordinary. The revenue had almost doubled itself in a period of five years. The surplus balances exceeded a million and a half. The trade of the interior had been greatly developed by the construction of a splendid system of roads, and by the opening to navigation of waterways hitherto choked with vegetation, while railways, harbour works, waterworks, and other capital expenditure, aggregating many millions of loan commitments, were in process. *Ad valorem* duties (derived in part on goods for Northern Nigeria) were abolished on one class of imports after another, and for the most part only specific duties were retained. And so while Northern Nigeria was devoting itself to building up a system of Native Administration and laboriously raising a revenue by direct taxation, Southern Nigeria had found itself engrossed in material development. In the sphere of Executive Government the South was divided into three Provincial Administrations, under Commissioners

whose powers in regard to the natives were under little control from headquarters, while the departmental staff was largely increased by this system of separate and semi-independent provincial rule, and the nominal heads of departments had little control.

Upon amalgamation this "Provincial System" was abolished, and the whole area was re-divided into nine Provinces under Commissioners directly responsible to the Lieutenant-Governor, and entrusted with important duties and powers in regard to the conduct of native affairs, but limited in relation to the departments, which were placed under their own heads. During the year, steps were taken to define the duties and functions of the Commissioners of these new Provinces and their staff towards the great population—estimated at nearly eight millions—for whose welfare they were responsible; but very much remains to be done in this direction.

Some few departments, whose functions were common to both North and South, were "centralised," viz., placed directly under the Governor-General, who is assisted by a "Central Secretariat." These included the Military, the Railway, the Marine, the Judiciary, and the Customs, the latter of which is responsible for the collection of duties on the inland frontiers as well as on the sea-board. To these were added later the Treasury, Audit, and Surveys.

Some few other departments, though duplicated in each of the two great areas into which the Protectorate was now divided, were, for purposes of co-ordination and general control, placed under a common head. Thus the Medical and Sanitary Departments in each area were under their own "Principal Medical Officers" and "Senior Sanitary Officers," but both were subject to the general control of the Director of the Medical and Sanitary Service. The Public Works were separately organised under two Directors, but a "Director of Railways and Works" was appointed as adviser to the Governor-General on all matters connected with railways and public works. The Attorney-General, the Postmaster-General, and the Chief Conservator of Forests, occupied similar positions in regard to their respective departments in the North and South. The general business of Nigeria is also conducted through the Central Secretariat.

The remaining Departments, Political, Agriculture, Education, Lands, Mines, Police, and Prisons, were completely decentralised, and their heads in the North and the South are immediately under the Lieutenant-Governor.

The Departments of the Southern Provinces include the Colony in their spheres of administration, and no distinction was made in this regard, except that, as far as possible, the requirements of the Colony are separately budgeted in the annual estimates, in order that the Legislative Council may be afforded an opportunity of criticism and suggestion.

JUDICIAL.

The Judicial system underwent considerable changes. The separate posts of Chief Justice of Northern Nigeria and of Southern Nigeria were abolished, and a single Supreme Court under a Chief Justice of Nigeria assisted by four Puisne Judges, was constituted. Three of the five judges normally take their leave during vacation in the rainy season, when work is slack owing to the difficulty of travel, while two remain as Vacation Judges. Experience has shown that this system promotes efficiency. "The Cantonment Magistrates" of the North, and the "Police Magistrates" of the South, were re-named "Station Magistrates" and were appointed to the principal centres as Commissioners of the Supreme Court.

In October three Ordinances (the enactment of which had been delayed owing to a purely technical alteration in the Letters Patent in regard to the form of words in the enacting clause) were introduced, which modified the constitution of the Supreme Court, created Provincial Courts in the Southern Provinces, and reconstituted the Native Courts of the Protectorate.

Hitherto the Supreme Court in the Southern Provinces had exercised jurisdiction throughout the interior districts. The executive officers were Commissioners of this Court, and their cause lists were revised by the judges, who, under the "Provincial System," were practically independent in each province of any central control. Work was continually in arrears, partly because the Court was overloaded, partly because "it was compelled to hear numbers of cases relating to tribal disputes and land and fishery rights, which could much better have been dealt with by a differently constituted tribunal," and partly because the legal advisers of litigants asked for repeated adjournments on plausible grounds. It is obvious that litigation in these circumstances was often of greater benefit to counsel than to the litigants. It was with difficulty that the Court kept abreast of the criminal work, and since assizes were held only twice a year, long intervals often elapsed between arrest and trial.

Under the new Ordinance the territorial jurisdiction of the Supreme Court is limited to the Colony and to certain large centres which contain a considerable educated native or non-native population, and these can at any time be added to by the Governor. In addition it exercises a concurrent jurisdiction with the Provincial Courts over all non-natives throughout Nigeria. Cases may also be transferred from the Provincial Courts at any time by order of the Governor. Occasion may be taken for such transfers of important cases when the Supreme Court is holding assizes in the neighbourhood, but since in Africa witnesses must be confined as prisoners lest they disappear, and their memories are short if brought from a distance, the purposes of justice are in ordinary cases better served by summary trial at the *locus* of the crime.

The system of Provincial Courts, which had worked well in Northern Nigeria since its inauguration as a Government under the Crown in 1900, was by the new Ordinance extended to the Southern Provinces.

These Courts exercise a jurisdiction equal to that of the Supreme Court, but no sentence of death, deportation, imprisonment exceeding six months, fine over £50, or corporal punishment exceeding twelve strokes, can be carried out until confirmed by the Governor or his delegate. The full powers of the Court are only vested *ex officio* in the Commissioner of a Province, but may be conferred on any District Officer with proper qualifications. All administrative officers are Commissioners of the Provincial Court, and exercise such varying powers as may be conferred upon them. Powers of confirmation are at present vested in the Lieutenant-Governors (as the Governor's delegates), advised by the "Legal Adviser" by whom the cause lists are carefully scrutinised. The promotion of executive officers largely depends on the care and ability with which they discharge their judicial functions, which are thus under the close supervision of the Lieutenant-Governors.

The result of these reforms has been satisfactory. The Chief Justice reports that the state of business in the Supreme Court is now "as satisfactory as it could be. The new system (he says) is working well beyond our most sanguine expectations. The immediate result of its application has been to curtail, or, rather, extinguish, the malign effort to stir up strife in the up-country districts through the medium of land disputes. . . . In my opinion (he adds) no legitimate business has been taken away from the jurisdiction of the Supreme Court, and it seems to me idle to deny that the system at present in force is a vast improvement upon the one it displaced." That the decrease in delays and the advantage of trial by an officer with knowledge of the local law and custom is appreciated by the natives themselves, is evidenced by a recent application in two land cases, commenced in the Supreme Court prior to October (when the Provincial Courts came into being in the Southern Provinces), to be non-suited in order to renew proceedings in the Provincial Court. The Supreme and the Provincial Courts have worked in complete harmony.

This reform, which, prior to its introduction, had met with the approval of the Chief Justice and of the Legal Officers, was unfortunately regarded with much disfavour by the educated natives of Lagos and Calabar, apparently because of the exclusion of practitioners from the Provincial Courts. Experience had shown that their presence in the District Officers' Courts (formally under the Supreme Court) had tended to the increase of undesirable litigation.

The new Native Courts Ordinance reconstituted these Courts as purely native tribunals, occupied chiefly with matrimonial and debt cases and other matters subject to native law and custom. Hitherto in the Southern Provinces they had been presided over by the District Officer, their procedure had been modelled on that of the Supreme Court, to which appeals lay and by which their cause lists were checked, and it was stated that they were largely subservient to the Native Court Clerk (an alien to the district on a low salary) and to the interpreter. In these circumstances the Court was somewhat of a hybrid, affording but little opportunity for real development as a native tribunal.

The fines and fees were for the first time included, like those of other Courts, in the revenues of the Protectorate, instead of forming a separate unaudited fund at the disposal of Provincial Commissioners. In Ibadan a forward step was made by placing the Native Judges on fixed salaries.

An Attorney-General for Nigeria was appointed to assist the Governor-General, while each Lieutenant-Governor had the assistance of a "Legal Adviser." Little apparent progress was made with the revision of the laws and their consolidation and re-enactment for Nigeria as a whole, but much work was done in the preparation of Ordinances which were enacted in the following year. A list of the principal enactments will be found in a former paragraph.

CUSTOMS AND FISCAL FRONTIERS.

The amalgamation of Northern and Southern Nigeria involved the abolition of the fiscal frontier between the two Administrations. Customs had for the most part been collected on all imports (whether for the North or South) at the ports of Southern Nigeria, but a surtax on salt was imposed on the Northern Nigeria frontier. This was now abolished, and at the same time the similar surtax on native-made salt, entering over the northern land frontiers, was not only abolished, but occasion was taken to cease the collection of Customs duties on the land frontiers of Nigeria, with the exception of the two "Ports of entry" at Yola (where the Benue enters from German West Africa) and Illo (where the Niger crosses the Anglo-French frontier) which had been constituted under the Nigerian Transit Order in Council. This was a great boon to native traders, and it eliminated a constant source of bribery of native officials, and of inequalities of taxation due to the absence of Customs officials, and the inability of District Officers to discharge these duties over many hundreds of miles of frontier, in addition to their more immediate political work.

THE WAR.

The second event of paramount importance to the country was the outbreak of war in the early days of August. The Europeans, official and unofficial, enrolled themselves as volunteers at the principal centres, and worked with enthusiasm at the task of rendering themselves efficient soldiers, while the leading natives in the coast towns came forward as Special Constables to relieve the Police. At the centres most threatened, Lagos and Calabar, constant drills were carried out, and in the former the force numbered 200. Committees of Control for the regulation of food prices and the control of the sale of various articles were appointed, but ceased to be required, and were dissolved on November 1st.

Steps were taken for the defence of the Port of Lagos, and preparations were made for the despatch of a strong Nigerian contingent to join the Allied Forces under General Dobell, which towards the end of September attacked Duala, the capital of the neighbouring German Colony of the Cameroons.

The Nigerian contingent consisted of 65 British Officers and N.C.O.'s and 1,260 native rank and file, with 4 guns, 8 Maxims, and large reserves of ammunition and warlike stores. Attached to the force as volunteers were 79 civil officials, some as combatants and others for various duties (railway, political, etc.), together with 12 unofficials.

A Naval Force was also fitted out, consisting of 40 Marine officers and 250 trained native ratings with 18 vessels, most of them specially protected by plating and strengthened to carry heavy guns, this work being carried out in the workshops of the Marine Department.

The Nigerian contingents are reported by the General Officer Commanding and the Senior Naval Officer to have rendered most signal and gallant services, and they bore their share in the heaviest part of the fighting which resulted in the capture of Duala and Buea, the commercial and administrative capitals on the coast, and the seizure of the two lines of railway, each about 100 miles long, which ran north and east from Duala.

In addition to its participation in this expedition, Nigeria maintained on its frontiers and in the Cameroons an even larger force in co-operation with the French troops. In August it consisted of 92 British Officers and N.C.O.'s, with 2,040 rank and file; and, up to the end of December, an average number of 100 civilians, drawn from Government Departments and from the mining and commercial communities, were attached to it as volunteers. The cost to the end of the year of these various forces was about £136,000, of which £82,000 was met from votes in the Estimates. The force was divided into three main columns, operating from Maidugeri in the North, from Yola on the Benue River, and from Ikom on the Cross River; while detached patrols engaged the enemy between these points. The Northern column besieged the German force on the Mora Mountain; the Yola column attacked the stronghold of Garua—at first unsuccessfully; and the Ikom column fought a desperate engagement at Nsanakang, where, though opposed by overwhelming numbers, they inflicted very severe losses on the enemy. These engagements took place early in September, and during the remainder of the year our forces constantly maintained the offensive, and were uniformly successful whenever they came in contact with the enemy.

Nigeria itself was largely denuded of troops, owing to the demands of these various forces operating against the Germans. Owing also to the large number of volunteers who had been allowed to join the forces in the field, its Administrative Staff, upon whom the Government relies to maintain order and dispel false rumours, was greatly reduced.

In the Mohammedan Emirates of the north there was, however, no vestige of unrest, in spite of the fact that a severe famine synchronised with the outbreak of war. One and all were enthusiastic in their loyalty and in their offers of assistance. Among the pagan tribes in the south of the Northern Provinces, however, and throughout the greater part of the Southern Provinces, there was much unrest due to reports that the British were leaving the country, or to rumours

spread by German emissaries that we had met with reverses in Europe and the Cameroons. None of these outbreaks were of a serious nature, but a large number of expeditions—in many cases consisting of volunteers and Police, who rendered most efficient service in the field—were necessary to restore order. The loyalty of the more civilised sections of the population, who had learned to appreciate the advantages of British rule, was, however, amply proved and among these there was a real and widespread detestation of the Germans and their methods in Africa. The Northern Emirs contributed £38,000 to the cost of the war from the funds in their Treasuries, in addition to many large and spontaneous gifts, following the example of the Sultan of Sokoto, who gave £1,000 from his private purse. They also gave willing assistance in supplying carriers, food, and other necessaries. In the South many funds were set on foot among the educated population.

Over 400 German prisoners of war and deported persons, were received from Duala and temporarily housed in a camp at Ibadan and at other centres, or on the steamers on which they arrived, until vessels could be chartered and fitted up for their removal to England. The many enemy firms in Nigeria were treated with every consideration, and were at first allowed to continue their business, on condition that they neither remitted money to, nor traded with, Germany: But when evidence was forthcoming that some among them had endeavoured to incite the natives to rebellion—though this action was indignantly repudiated by others—it was decided to deport them all, and a Receiver was appointed to wind up their businesses. Every possible care and attention was bestowed upon these prisoners, and every courtesy was shown to the women, some of whom were hospitably entertained by the Mission Societies. The best arrangements possible in such difficult circumstances were made for their comfort, both in Nigeria and on the homeward voyage. In all, 768 men, 33 women, and 8 children were deported to England from Nigeria up to the end of the year, including those received from the Cameroons.

OTHER EVENTS.

Apart from the amalgamation and the War, the following were the chief political events of the year :—

In July, 1914, serious disturbances were threatened in Abeokuta, and the Alake once again appealed to Government for the assistance of troops to enforce his authority and protect himself and his officials. Troops were sent, and an *emeute* resulted in which there was a deplorable loss of life among the malcontents. Two educated natives of Lagos, of some social standing, were placed on their trial for inciting to riot, and were found guilty. Although in the emergency troops had been sent, at the request of the Alake supported by the Commissioner, it was manifest that the Government could not consent to enforce the orders of the Alake by such measures without any adequate knowledge of the origin of the trouble, which might possibly have been dealt with without a resort to force. The Alake was therefore invited to place his territories under the Government without reservation, and he

gladly availed himself of the opportunity. The old treaty was abrogated on 16th September, 1914, and Egba-land thenceforth fell into line with the rest of the Provinces. An inquiry is still proceeding into the circumstances under which a number of persons lost their lives on this occasion.

Early in the year the waterworks at Abeokuta were completed and formally inaugurated by the Governor, but the distribution is still inadequate.

The late King of Benin (Southern Provinces), who had been in exile since the tragedy of 1897 (when Commissioner Phillips and almost the whole of his party lost their lives), died during the year, and his son was installed as Oba amid great rejoicing, his appointment being conditional on recognition of the suzerain power of Government. This, together with the steps taken in Abeokuta (Egba-land) and Ibadan, may be regarded as the initiation of a system of ruling through the native chiefs, the development of which will be traced in later reports.

The Eastern Railway.—The area which lies to the S.E. of the Udi range of hills, commencing about 70 miles from the seaward terminus of the projected new railway from Port Harcourt, forms the water-parting between the basins of the Niger on the west, the Benue on the north, the Cross River on the east, and the rivers which flow southwards to the sea. It presents a chaos of densely wooded hills and ravines, which involve as difficult a belt of country for a railway to traverse as can be imagined. Obviously in such a country the selection of the best location is of paramount importance, and may save an enormous initial outlay and costly realignments later. In order, therefore, to assist the railway surveyors, the Topographical survey was withdrawn from the Western Provinces of the South where it had done such excellent work in the Geodetic Survey, and commenced work from Port Harcourt northwards along the Imo valley in the country through which the railway would pass. Owing to the admirable work done by Captain Rowe and his trained and organised parties, Mr. Selander, the railway surveyor, was enabled to select a location which he could confidently assert was not merely a feasible one, but the best which could possibly be obtained.

Unfortunately the object of the survey parties was misunderstood by the natives, whose fears that Government intended to confiscate all their lands had been sedulously excited by agitators from the coast, and there was some unrest, culminating in attacks upon working parties, which had to be forcibly suppressed. These difficulties were naturally aggravated by the necessity for acquiring the necessary land for the railway, and for engaging large gangs of labourers for construction. Had the difficulties been under-estimated or ignored they would doubtless have become serious. The fact that they have melted away may be ascribed not merely to the policy pursued, but in particular to the influence, ability, and tact of Messrs. James, Hargrove, and Graham. The former, whose long residence in these districts enabled him to exercise great influence with the chiefs and people, explained the advantages to trade which the railway would

bring with it, and collected gangs of many thousands of labourers, on the assurance that they would be regularly paid a weekly wage and relieved by others after a definite period. Mr. Hargrove, by similar explanations to large audiences of the leading men of each district, disarmed opposition to the acquisition of the land required, for which full compensation was agreed on. Mr. Graham, the railway engineer, under whose immediate charge the labourers worked, maintained his reputation as the most skilful labour-master in Nigeria, and in an incredibly short time transformed a mob of naked savages of the lowest type into willing labourers working on piece-work tasks and cheerfully doing a fair day's work.

Great as the results of a railway are in the development of the natural resources of a country like Africa, the moral advancement and education of these primitive tribes in habits of discipline and in confidence in the Government is an asset of even greater value; and in my judgment the creation of an absolutely free labour market, the conception of the definite money value of a fixed task (for which the individual is personally paid without the intermediary of any chief or task-master), are most potent methods for the eradication of the servile status so engrained in the tribes of Africa, and for creating that sense of individuality by which alone the root principles of slavery can be abolished.

Well arranged labour camps, with adequate housing, and a market in which supplies of imported food can be purchased at reasonable prices; the entire prohibition of trade liquor (although in the centre of the "liquor-zone"); and the substitution of coinage for the archaic forms of currency, were all means employed to the same end.

The progress made by the railway during the year is fully described above.

The progress made with the scheme for deepening the entrance to Lagos Harbour is fully set out in a previous paragraph. Important decisions were reached after exhaustive investigations as to the best site for the large wharf-accommodation necessitated by the enormous expansion of trade. As a result it was decided to abandon the projected wharves at Wilmot Point, which could only be connected with the railway by a branch line traversing the densely populated island of Lagos and by constructing a new bridge across the lagoon at prohibitive cost. The new scheme provides for an extension of the wharf at Apapa by 180 feet (345 feet in all), and the dredging of a 26 feet channel to it from the vicinity of Five-Cowrie Creek. These wharves, which are connected with the main line, will accommodate the up-country traffic. The Customs wharves on Lagos Island will also be extended by 400 feet (making 1,187 feet in all), with a dredged approach. The wharf at Iddo Island (sufficient for branch boats, but not for liners owing to the Elegbata shoals) has been improved, and a wharf for lighters has been built there, while an extension of the main wharf and a large reorganisation of the railway terminal yards, at a cost of £81,000, was approaching

completion at the end of the year. The costly reclamation plant reached Lagos in March, but the work had to be postponed owing to the war. Negotiations were entered into with Messrs. Elder Dempster & Co., for a floating dock, to replace the one wrecked on its way out from England.

The waterworks at Iju (17 miles from Lagos), which were begun in October, 1910, practically reached completion in 1914, though the supply was not actually inaugurated until the following year. The volume of the Adiyari stream from which the water is obtained is calculated at $6\frac{1}{2}$ million gallons per diem in the dry weather. The water is pumped from two 12 feet wells by two driving and three forcing engines into two settling tanks (capacity 10 million gallons), whence it passes to the filter beds, 8 in number, and thence to the clear water tank, which has a storage capacity of 2,000,000 gallons and is floored and roofed with concrete. From this tank the service reservoir (6,000,000 gallons) is supplied. From the reservoir (which also has a concrete roof, so that the water is not again exposed to the air after it leaves the filter beds) the water is conveyed by gravitation through 28-inch pipes to Lagos and Ebute Metta, where it is distributed by mains varying from 3 inches to 15 inches, and with an aggregate length of 28 miles. They serve 200 street fountains and 350 fire hydrants, and have a capacity of $2\frac{1}{2}$ million gallons per day. The total expenditure on the works amounted to £296,700 (£83,123 in 1914) and it is estimated that a further expenditure of about £15,000 will be required for laying the water to Apapa, and for other items not included in the original estimate (upon which there will be a saving). This great work was designed and executed by Mr. H. Peet, now Director of Public Works of the Southern Provinces.

An abnormally poor rainfall—the second in succession—resulted in a somewhat wide-spread scarcity of food in the North, and in some places in acute famine, which was relieved by importation of rice from England. Large numbers of starving refugees flocked into British from French territory.

Various sporadic outbreaks of cattle-disease took place in various parts of the Northern Provinces, and since the total number of cattle is estimated at upwards of 3,000,000 head (an estimate which is not likely to be inaccurate, since it is based on the Jangali or cattle tax), fears were entertained of a more general epidemic, which was fortunately averted.

The creation of a small Veterinary Department, in view of the enormous value of the stock in the Northern Provinces, must rank as one of the events of the year. The Veterinary Officer in a general report states that “the ponies are wonderfully good, and include animals which could be shown anywhere and not disgrace the best class . . . the sheep are large-framed, while the camels, donkeys, and goats are all of a fairly good standard, and . . . the cattle are extremely good.” Mr. Owen truly observes that the fact “that such an immense herd of stock can live under natural conditions, with no help, is sufficient to prove Nigeria to be a healthy country. . . . For a tropical country, it must take a very high place when compared with other countries.”

TRADE AND GENERAL DEVELOPMENT.

The financial position and the state of trade have been dealt with under the appropriate sections of this report. It is sufficient to note here that the trade and progress, which had been normal and rapidly expanding during the first half of the year, as shown by the receipts from Customs and Railway, received a serious set-back on the outbreak of war. Prices of palm oil and kernels in the South, and of groundnuts in the North, fell so low that the native was unable to dispose of his produce. The scanty rainfall in the North caused a failure of export crops and an abnormally "low Niger," which added to the depression of trade. More normal conditions prevailed, however, towards the close of the year. The revenue in consequence suffered heavily.

It is a remarkable illustration of the financial prosperity of Nigeria that, in spite of the exclusion from the estimates of the Native Administration Funds (about £326,500); of an increased expenditure on the railway of about £210,600; of a large programme of public works and railway extension exceeding £300,000; and of a loss of revenue due to the war amounting to £167,000, the realised revenue exceeded £3,000,000, and a sum of £629,000 was expended from it on the new Eastern Railway. The surplus assets stood at the end of the year at £1,273,000, being half a million in excess of the sum anticipated, with a further £150,000, to the credit of the Native Treasuries.

The prospects of trade have already been discussed in the section devoted to this subject. I will merely remark here that, so soon as the present war conditions cease, there is every prospect of increased prosperity. The conditions, which are at present adverse to trade, are mainly two, viz., the low prices offered for raw produce (especially oil nuts), and the lack of adequate ocean shipping. To these may be added the withdrawal of the German firms.

In regard to the first, prices were already tending to recover towards the close of the year. The second is no doubt temporary and due to war conditions, though the withdrawal of the Woermann line will necessitate a larger British service. Finally, there is no fear but that British firms are fully competent to absorb the trade hitherto done by German competitors, if they will realise that a proportionate increase of capital is required, and will learn the lesson which the collection of German and Austrian samples sent home last autumn should have taught them, viz., that a larger variety of cheap goods (especially hardware) is required, and that greater efforts must be made to capture new markets. On the other hand, the opening of the Eastern Railway, which taps one of the wealthiest palm areas in Africa, and the supply of local coal from Udi, should afford an enormous impetus to trade and development in the East, while the opening of the Lagos Harbour to the largest ocean vessels plying in these seas should afford an equal stimulus in the West.

Full details regarding the Nigerian Railway (Open Lines) are given under the appropriate head. The revenue continued to increase rapidly until interfered with by the war; rates were decreased, and the very large capital expenditure (paid from revenue) will soon

complete its equipment with fully adequate rolling-stock and plant for the workshops on the one hand, and the initial ballasting of the Baro-Kano Railway on the other hand. When these are completed the capital expenditure should show a large decrease, with proportionately larger returns to general revenue. The extension of the light branch line from Zaria to Bukuru, the centre of the tin mining industry, was completed. It involved the ascent of the plateau from Jengre, the previous terminus (3,026 feet), to Bukuru (4,356 feet). The French have availed themselves largely of the Lagos-Kano line (712 miles) to bring up stores and supplies for their Zinder and Chad territories. The terminus of the line is 67 miles from the French frontier. Projects for decreasing the difficulty of transporting these stores over that distance were necessarily postponed on account of the war.

The very heavy demands on the revenue for railway extension, the new capital, etc., and later the economy necessitated by the war, made it impossible to embark on any large programme of road construction. The most important new road is that from Zaria to Sokoto, and a little progress was made with this towards Maska.

The mining industry suffered at the outbreak of war from the sharp fall in the price of tin, and the companies made matters worse by discharging their labour. Many thousands of natives thus discharged dispersed in search of a livelihood, and, when it was desired to re-employ them, they could not be found. Government made very liberal reductions in railway freight, not merely on ore, but on oil fuel and machinery, etc., and also reduced the royalties, so that the Chairman of the Chamber of Mines was able to inform his audience at the annual meeting on December 2nd, that "the position, as far as the effect of the war on the winning, shipping, and sale of tin is concerned, is once more normal." 6,175 tons of ore were exported.

Northern Provinces.—The system of Native Administration in the Northern Provinces continues to make satisfactory progress. There are 49 separate Treasuries, with an aggregate revenue in 1914 of £326,508, and with reserves invested of £54,650, and cash balances of £78,700. The Native Administrations were able to make a contribution to the war of £38,000 without trenching on these reserves. Detailed assessment was steadily carried on, though latterly interfered with by the paucity of officers due to the war. Native "taki" surveyors were employed to make rough and ready surveys of "farms" in the densely populated Provinces of Kano and Sokoto, as a guide to the assessment of the "General Tribute" tax. The incidence of the General Tax is light, varying, per adult male, from 6d. per annum to 10s. 6d. The total collection stood at £594,896, of which £291,249 was assigned to the Native Treasuries in addition to their revenue from Native Courts, Market dues, etc.

The Native Judiciary is now salaried at a cost of £23,704 for the 391 Native Courts. The bulk of the cases before the Courts are claims for debt and matrimonial disputes. In one Province alone (Sokoto) 16,692 cases were heard. There are 38 native gaols, maintained at a

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cost of £6,705, and their organisation and sanitation continue to improve steadily. Prisoners are employed on works and on prison farms. The Police (*Dogarai*) under the control of the Native Administration number 1,762, at a cost of £21,549; they have proved efficient.

The social condition of the people of the Northern Provinces may, I think, be unhesitatingly described as one of unprecedented prosperity. Money has poured into the country during the past six years, first by the employment of many thousands by Government on railway construction, later by the disbursements for labour made by the mining community, and *pari passu* with the other two, by the extraordinary development of trade—especially in groundnuts and hides—due to the advent of the railway. Whereas a few years ago the cowrie (of which from 2,400 to 1,200, according to distance from the Niger, were tendered for 1s.) was the sole medium of exchange, the natives now possess considerable sums of sterling coin, and their standard of living has proportionately advanced.

The following table gives the number of slaves freed by the Courts since the inauguration of the Administration on 1st January, 1900. It is, of course, very far from including *all* who have been liberated, since large numbers were, no doubt, omitted from the records of the Native Courts, especially in the earlier years, when these were very imperfect; and very many (probably many thousands) were at that time set free or left their masters without the knowledge of the Government, as the result of the conquest of each Emirate.

Freed by Provincial Courts :—

Ill-treatment by owners	382
Contravention of Slavery Proclamation ..	3,256
Redemption	63
Various	509

Freed by Native Courts :—

Ill-treatment by owners	155
Self-redemption	12,701
Redemption by relatives	11,679
Manumission by owners	4,011
Decease of owners	194
Various	5,048
Total	37,998

Of these, 14,687 were liberated in the Sokoto Province, nearly all being "allowed to follow their own inclinations," and all (except 36) being liberated by order of the Mohammedan Native Courts. This is the more striking, since Sokoto was formerly the leading slave province to whose Emir, as head of the Moslems, all other Emirates used in old

days to send a *Gaisua* (present) of slaves annually. The great majority of these 38,000 freed slaves were "allowed to follow their own inclinations" or restored to their relatives; but children whose relatives could not be traced were sent to the Freed Slaves' Home at Zungeru or to the Freed Slave village in Bornu, or allotted to carefully selected guardians. Shortly after the Government assumed administration of Northern Nigeria, I issued a Slavery Proclamation which declared that all children born after 1st April, 1901, were born free. I learn that the Native Courts of Sokoto are vigilant in enforcing this rule. On the 1st April next there will therefore be no slave in the Northern Provinces of Nigeria under the age of 15.

The natives of the Southern Provinces have always been comparatively wealthy, owing to their possession of the great staple export of palm oil and palm kernels.

The attempt to maintain a quasi-independent Government in Egba-land had, as I have elsewhere narrated, failed for political reasons. Its revenue was derived chiefly from various licences and a sur-tax on liquor entering the country, which led to smuggling and hampered the trade of the country, while the revenue derived from them was insufficient to meet its expenditure. No new system was, however, inaugurated before the end of the year.

Lagos possesses a Municipal Board of Health, but since no rates are levied, the revenue of the Board is chiefly derived from a large Government grant, and its initiative is consequently very restricted. The Board is presided over by the Administrator, and consists of five official and five unofficial members (exclusive of the President). The average grant from revenue for the past five years stands at £17,280. Large sums have, in past years, been spent, in addition, from general revenue, in reclamation of swamp land, general sanitary improvements, the laying out of a "Marina" sea front, and other great improvements. The town is lighted by electricity, for which no charge is made upon Municipal funds. The preliminary steps for assessing the town for a water rate were undertaken, in view of the approaching completion of the extensive waterworks. The prospect of paying even a moderate water rate for the filtered water from Iju, in lieu of the contaminated supply from local wells (which frequently fails in the dry season), has been the subject of much agitation and of petitions to the Secretary of State.

In some few other coast towns of the Southern Provinces local Boards of Health are in existence, and have done useful advisory work in matters of sanitation, but in the absence of rates they are without funds, and their usefulness is much restricted.

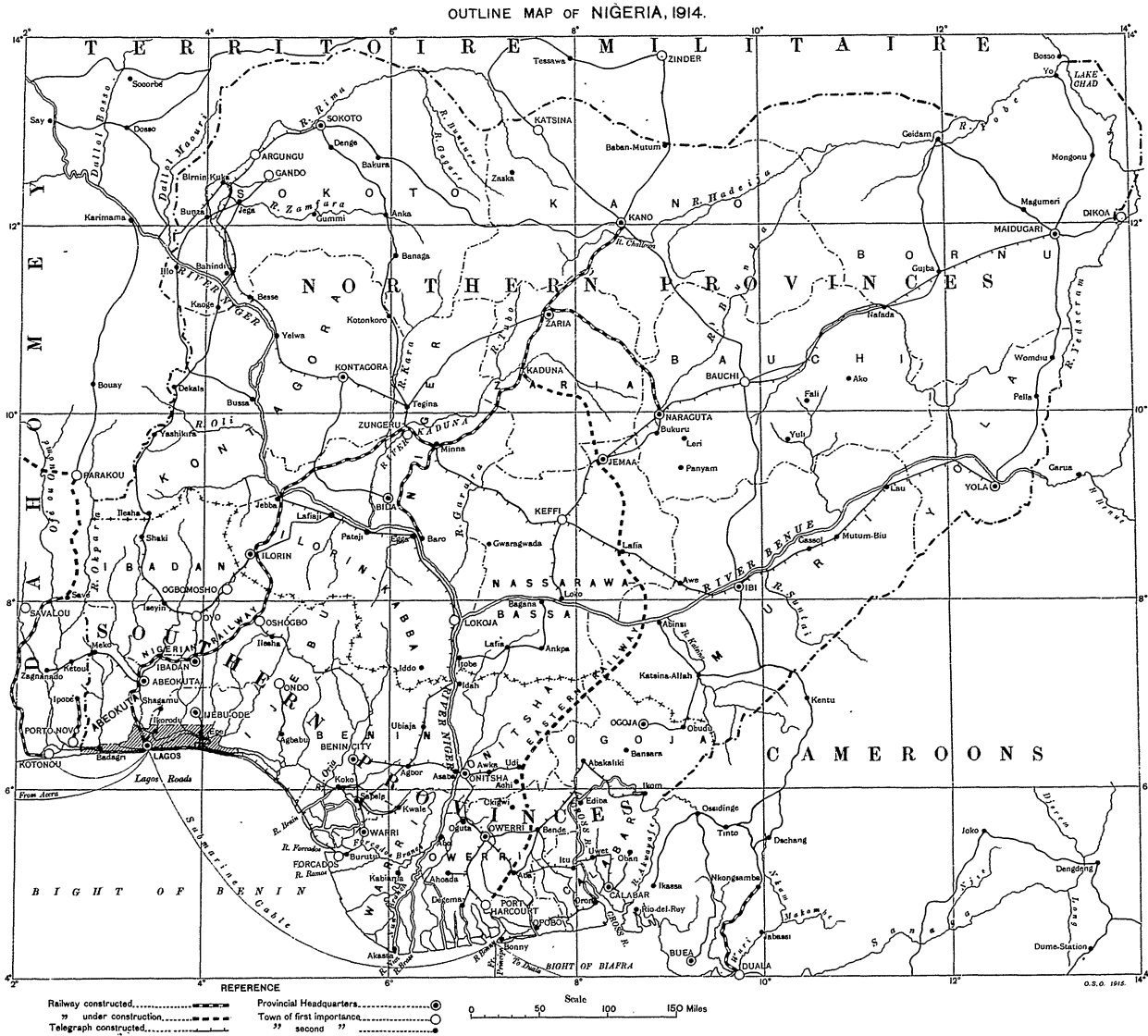
In the Northern Provinces, Zungeru and Lokoja are "Cantonments," and a small rate is levied, as well as a "Conservancy Tax." The funds, which are augmented by a small grant from revenue averaging about £1,300, are administered by a Cantonment Magistrate. During the year Kano and Zaria were created "Cantonments."

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The climate of the Southern Provinces, and of large portions of the Northern Provinces, is unsuitable for the continual residence of Europeans; but on the plateaux in the North, as, for instance, at the minefields, Europeans and their wives have enjoyed good health for periods of three years at a time. It is not a country for white labour, and indeed white labour—on whichever side of the argument the experience of the Rand in South Africa may be quoted—can never be employed with success in a country with a dense native population, for reasons which it is not here opportune to describe. The cost of living shows a tendency to increase rapidly in the centres at which there are European communities.

Nigeria offers excellent opportunities for the investment of capital, whether in the Government loans for railway and other development, in the shares of commercial and mining firms, or in private enterprise backed by local experience, such as dealing in livestock or plantations of cocoa, coconut, rubber, fibres, etc. The current rate of wages is about 1s. a day for unskilled, and 3s. for skilled native labour. Freight on produce from coast ports to Europe is about £1 a ton. Railway rates, of course, vary according to grade and distance from the coast, the more distant districts deriving advantage from the "taper"; but for ordinary low grade produce it may be calculated on an average of 1½d. per ton mile.

F. D. LUGARD.



APPENDIX.

STATEMENT SHOWING THE IMPORTATION OF SPIRITS INTO NIGERIA DURING THE FIVE YEARS ENDED 31st DECEMBER, 1914.

Year.	Quantity in gallons.*	Declared value.	Revenue derived from duties.	Duty chargeable.	Remarks.
1910	4,748,139 (1,973,910)	£ 456,485	£ 990,823	From 15th January, 1909, duty on spirits was 5s. per imperial gallon and an additional 2½d. for every degree in excess of 50 degrees, and a decrease of 1½d. for every degree below 50 degrees, with a minimum duty of 4s. the imperial gallon. Brandy, whisky, and gin not treated as trade spirits, 5s. per imperial gallon.	Value of spirit imports amounted to 7.79 per cent. of whole inward trade, including specie.
1911	4,835,363 (1,839,960)	440,818	975,557	As above	7.76 per cent. as above.
1912	4,450,196 (1,774,856)	440,952	1,013,807	From 4th March, 5s. 6d. the imperial gallon and 2½d. additional for every degree above 50 degrees. 1½d. reduction for every degree below 50 degrees, with a minimum of 4s. 6d.	6.90 per cent. as above.
1913	4,635,273 (1,853,750)	452,939	1,138,305	From 25th March, 6s. 3d. the imperial gallon and 2½d. additional for every degree above 50 degrees. 1½d. reduction for every degree below 50 degrees, with a minimum of 5s. Sweetened or obscured spirit have been continuously taxed at 10s. the imperial gallon.	6.28 per cent. as above.
1914	3,509,344 (1,384,968)	344,926	923,065	As above	5 per cent. as above.

*Imports of spirits at 100° Tralles shown in brackets.

NIGERIA, 1914.

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COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
845	Weihaiwei	1914
846	Seychelles	"
847	St. Helena	"
848	Fiji	"
849	Bahamas	1914-1915
850	Gibraltar	1914
851	Sierra Leone	"
852	Grenada	1914-1915
853	Bermuda	1914
854	Malta	1914-1915
855	Ceylon	1914
856	Hong Kong	"
857	Bechuanaland Protectorate	1914-1915
858	Basutoland	"
859	Gold Coast	1914
860	Jamaica	1914-1915
861	Gambia	1914
862	Straits Settlements	"
863	Northern Territories of the Gold Coast	"
864	Ashanti	"
865	Cyprus	1914-1915
866	Swaziland	"
867	Somaliland	"
868	British Honduras	1914
869	British Solomon Islands	1914-1915
870	Tongan Islands Protectorate	"
871	Barbados	"
872	Falkland Islands	1914
873	Uganda	1914-1915
874	British Guiana	"
875	Mauritius	1914
876	Leeward Islands	1914-1915
877	Trinidad and Tobago	"

MISCELLANEOUS.

No.	Colony, &c.	Subject.
79	Northern Nigeria	Mineral Survey, 1907-8 and 1908-9.
80	Nyasaland	Mineral Survey, 1908-9.
81	Southern Nigeria	Mineral Survey, 1908-9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.