



THE COLONIAL EMPIRE (1939-1947)

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FOREWORD

In each of the two years immediately preceding the war, a statement on the affairs of the Colonial Office and Colonial territories was prepared in response to suggestions by Members of Parliament. The present record is designed to provide an account of some of the more important changes and developments over the past eight years. It makes no claim to be complete*.

In setting out in Part I an account of the principal happenings in the Colonial territories during the war years, this report recalls a period of great co-operative endeavour and a prelude to the more constructive effort of the subsequent peace years. The war was a time of intense strain and difficulty everywhere; but in that period some important forward steps in Colonial history were taken. The review of those years has been made from material prepared by Sir John Shuckburgh, K.C.M.G., C.B., one of the narrators, under the Historical Section of the Cabinet Office, for the civil history of the war. It is in brief summary form and necessarily falls short of a full appreciation of the military and economic contribution which the Colonies made to victory. But the gaps in the war period will no doubt be filled in by the historian.

Active interest will undoubtedly be taken in the constructive work in the territories overseas since hostilities ceased. Part II is not a catalogue of events but an indication of the general direction of policy and of the broad effort made by the Colonial Office to assist development and to promote welfare. In the busy period since the war, much preparatory work necessary to social and political progress has been done, while some notable advances and achievements are recorded. It is hoped that this record will be the first of a new series of annual reviews for presentation to Parliament with the Estimates for the Colonial and Middle Eastern Services and that each year in rotation there will be prepared, to accompany the general report, a more detailed survey of developments in one of the four main regional groups into which the Colonial Empire naturally falls.

For background information regarding the geography and history of the Colonial territories and how they are administered, together with lists of staff in the Colonial Office and Colonial Service, the reader is referred to the Colonial Office List, published in 1946 by His Majesty's Stationery Office.

A.C.J.

* A list of Parliamentary and non-Parliamentary papers of Colonial interest published since 1939 is contained in Appendix I.

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PART I

THE WAR YEARS

CHAPTER I

ORGANISATION OF COLONIES FOR WAR

(a) The Outbreak and Impact of the War

1. The Colonies have never kept large standing armies. Their total pre-war military strength (maintained primarily for purposes of internal security) was only some 43,000 men. When war came, therefore, the Colonial Empire was not equipped to play a full military part. Preparations and planning had been largely confined to certain technical and administrative measures designed to secure a smooth and rapid passage from peace to war. At each stage of the negotiations with Germany, Colonial Governments took precautionary action. Thus, when war was declared and the powers assumed by His Majesty's Government under the Emergency Powers (Defence) Act were extended to the Colonies by Order-in-Council, these Governments were able to bring into force without a hitch the whole array of economic warfare controls covering enemy property, imports and exports, exchange, prices, censorship and so forth. Some description of these controls is contained in Chapter II of this Part.

2. But the effect of war on the Colonies, apart from the imposition of controls, was not immediately evident. It would have been too much to expect that the great mass of Colonial peoples would feel from the start the full impact of the struggle in Europe between Nazism and democracy, or would be affected by it in precisely the same way as were the people of Great Britain. Nevertheless, they rallied solidly to the cause of freedom. Messages from the Colonies during the early days of war were all to the same effect. Assurances of loyal support and offers of personal service came from all quarters. One West Indian Governor reported that he had been "inundated" with such offers and that he was faced with demands to serve for which it was difficult to find an outlet. Substantial contributions in money and kind (details of certain money gifts will be found in Appendix II.) were also made from all corners of the Colonial Empire. Messages and gifts interchanged on such occasions may tend perhaps to follow conventional lines, but it is true to say that nowhere in the Colonial Empire was there any sign of lack of solidarity with the aims which had brought Britain into the war. The spread of the fighting to Colonial territories and the mobilisation of their full resources to the allied war effort was to come later and to turn this solidarity into active participation in the work for victory.

3. The actual physical impact of the war varied widely in different parts of the Colonial Empire. Some territories remained entirely, or almost entirely, unscathed; others were threatened and still others suffered severely. All the East African territories stood at one stage in serious danger, though when the tide of battle eventually receded only British Somaliland and a small part of Kenya had actually been invaded. British Somaliland was over-run by the Italians in August, 1940, and reoccupied by British forces some seven months later. West Africa, though for long a potential sphere of danger, was spared actual hostilities. The West Indies suffered from enemy submarine activities by which their food supplies and communications were at times seriously dislocated, and on one occasion a torpedo attack was made on shipping in harbour in Barbados.

4. The Colonies in and around the Mediterranean were, after the entry of Italy into the war, in the front line of battle ; but apart from Malta they did not suffer a concentrated enemy attack. Aden, Cyprus and Gibraltar did, however, suffer damage from air bombardment. Palestine and Transjordan were regarded at one stage as the possible objective of a German attack delivered either through Turkey and Syria or through Egypt ; they also served as a base for allied military expeditions against Syria and Iraq.

5. In Gibraltar, the outstanding event of the war was the wholesale displacement of civil population carried out for defence reasons during the first year of hostilities. Some 14,500 people were evacuated, mainly to Great Britain and later to Northern Ireland. Even now repatriation is not completed and much inconvenience and hardship has resulted.

6. Malta achieved special courage and renown in the war years. She remained under siege conditions, and subject to constant and sustained air attack for the best part of three years. The attack reached its peak of severity during the first half of 1942. In all, more than 16,000 tons of bombs were unloaded upon the island, and nearly 28,000 buildings were damaged or destroyed. Civilian casualties amounted to over 5,000 among a population of a little over a quarter of a million. The resolution and courage displayed by the Maltese under their prolonged ordeal aroused widespread admiration. In April, 1942, when the bombing attacks were at their height, His Majesty the King conferred the George Cross upon the Island "to honour her brave people" and "to bear witness to a heroism and devotion that will long be famous in history".

7. The real brunt of hostile invasion was suffered by Malaya, Hong Kong, and the territories under British protection in Borneo, which fell into Japanese hands in December, 1941, and in the early months of 1942, soon after the opening of the Japanese campaign. They were quickly overrun and remained in enemy occupation for more than three and a half years. A similar fate was suffered by various islands in the Solomon and Gilbert and Ellice groups in the Western Pacific. In the same war theatre, Ceylon, although bombed from the air on several occasions, escaped invasion and was later used as a base for a counter-attack on the Japanese occupied areas.

8. During the years of occupation, the local populations in these Colonial areas were subjected to all the rigour of Japanese military rule and large numbers of British subjects, civilian as well as military, were confined in internment and prisoners-of-war camps ; many did not survive it. The efforts made by the prisoners themselves, at Singapore, at Hong Kong and elsewhere, to maintain medical services and to provide educational facilities for the many interned families are an inspiring chapter in our Colonial history.

9. It speaks well for Colonial morale as a whole that, even in the face of such disaster as the fall of Singapore, loyalty to Britain and faith in our ultimate triumph never faltered. The long period of failure and disappointment which marked the opening years of the war did little to weaken the confidence of Colonial peoples in Britain. If the enemy was counting upon assistance from the peoples of the British Colonial Empire, his expectations proved empty. Even where the test was severest, there is little evidence of active assistance rendered to hostile forces. There is much evidence to the contrary, not only in Hong Kong and Malaya, but also in the Western Pacific. Stories were current at one time of "fifth column" activities among the Asiatic populations during the Malayan campaign, but close enquiry has largely discredited them. The record is one of which the people of the Empire can justly be proud. More is told in the Chapters that follow of the substantial contributions in men and materials which the Colonial Empire made towards Allied victory.

(b) Organisation of Central and Local Government

10. The activities and organisation of the Colonial Office and of Colonial Governments were profoundly affected by the war. A progressive expansion and adaptation of administrative machinery was required to meet changing conditions and a constant increase in the pressure of work, due not only to war activities, but also to preparations for an intensified programme of development as soon as peace came. It was a notable feature of the war period that, in spite of the inevitable preoccupation with fighting and with the grim task of winning the war, the ultimate goal of expanding economic development, social progress and increased political responsibility for Colonial peoples was never lost sight of; indeed, even in the darkest days, steady progress towards that goal was continued and plans were laid for its more rapid achievement once victory was assured.

11. Changes in the higher direction of the Colonial Office were comparatively frequent during the war years. No fewer than six Secretaries of State and five Parliamentary Under-Secretaries held office. Because of the combined pressure of the war and of development planning, the Advisory Committee system, already well established before the war, was expanded. Prior to September, 1939, six Committees were already in operation. Partly for war purposes, fourteen additional bodies of a similar nature were added. A temporary organisation, known first as the Committee on Post-war Reconstruction and subsequently as the Committee on Post-war Problems, functioned during the years 1942-1944 under the Chairmanship of Lord Hailey, G.C.S.I., G.C.M.G., G.C.I.E.

12. For similar reasons, the number of technical advisers to the Secretary of State was increased. Before the war, his advisory staff included a Legal Adviser (with three assistants), a Chief Medical Adviser (with an assistant), an Agricultural Adviser (with an assistant) and a newly appointed Labour Adviser. There were also two officers with special qualifications serving as joint secretaries of the Advisory Committee on Education. The new posts created during the war, some on a war-time basis only, included that of a Business Adviser, an Educational Adviser (replacing the two joint secretaries), and Advisers on Animal Health, Fisheries, War-time Food Supplies, Air Transport, Development Planning and Engineering Appointments. The Advisership on Development Planning, of which Sir Frank Stockdale, G.C.M.G., C.B.E., is the first holder, was created in January, 1945 "in connection with plans for increased activity in Colonial development after the war". The Adviser's chief function is that of examining, and advising the Secretary of State upon, all applications for financial assistance, first under the Colonial Development and Welfare Act, 1940, and subsequently under the much wider provisions of the Act of 1945.

13. There was also much development and expansion of normal departmental machinery in the Colonial Office. Apart from the increase in military liaison staff, a separate organisation was set up to deal with prisoners-of-war, civilian internees and casualties. Although responsibility for Colonial forces and defence operations generally in the Colonies was, on the outbreak of war, assumed by the War Office, the Defence Department had to be strengthened and reorganised. Upon it and upon the Economic Department fell much of the burden of increased work. The Economic Department was expanded and regrouped to deal with the whole range of war-time supply and trade operations, including the co-ordination of Colonial import, export and shipping programmes and of Governmental bulk purchases, the control of exchange and the organisation of the blockade. In addition, as development planning and research grew in importance, Departments dealing with these subjects, as well as a Communications Department, were created.

14. A further war-time development on the economic side was the establishment in Washington in 1941 of a Colonial Office organisation, known first as the Colonial Supply Liaison and subsequently as the British Colonies Supply Mission, to assist in maintaining the flow to Colonial territories of civil supplies procured under Lend-Lease or for cash in the North American continent. This Office, which at the peak of its activity employed a staff of nearly 200, was not wound up until the end of 1946.

15. The creation, again within the framework of the Colonial Office, of the West African Cocoa Control Board also deserves special mention. This Board, set up originally to market the West African cocoa crop, later became responsible also for the purchase and marketing of groundnuts, palm kernels and other major agricultural crops exported from West Africa, and laid the foundations for the post-war cocoa marketing arrangements which are described in Chapter IV of Part II. In spite of the very large finances involved, the Board's staff was kept at less than 20 by the employment as agents of the firms normally engaged in the West African produce trade.

16. Other branches of the Office which underwent great expansion during the war, and whose activities were greatly enhanced as it proceeded, were the Social Services Department and the Public Relations Department. The former was divided in 1943 into two parts, the first retaining the name of Social Services Department while the other acquired separate status as a Welfare Department. The Welfare Department (with its regional offices) is charged, among other duties, with the special function of serving the interests of Colonials in the United Kingdom, including students, service men, munition workers, seamen and resettlement trainees. The Public Relations Department, starting from modest beginnings, was developed to carry out the double function of making Britain better understood in the Colonies and the Colonies better understood in Britain. A Reference and Information Section was added to the Department in 1943 in order to meet the demand for information arising out of the growing public interest in Colonial affairs.

17. These developments, both for war-time purposes and for planning ahead, could only be achieved by an increased staff at the Colonial Office. This was made possible by the employment of temporary personnel, including a large number of women in administrative posts, some business men, a number of former members of the Office, some seconded members of the Colonial service and a few retired Colonial officials. Even with that valuable assistance, however, staffing arrangements proved a constant source of difficulty throughout the war and became particularly acute in the later years. Accommodation difficulties were also pressing. By the end of the war, Colonial Office staff was housed in six separate buildings scattered throughout the West End of London, which necessarily caused much administrative inconvenience and delay.

18. Numerous visits were paid to Colonial territories during the war by senior members of the Office. The Secretary of State himself visited West Africa and East Africa in 1943 and the West Indies in the Parliamentary recess at the end of 1944. Other tours were undertaken at frequent intervals by his specialist advisers. An innovation was introduced in 1943, when Sir Cosmo Parkinson, G.C.M.G., K.C.B., O.B.E., who had been Permanent Under-Secretary of State at the Colonial Office, was appointed to act as the Secretary of State's "personal representative" for the purpose of carrying out a series of war-time tours in the Colonies. He visited in succession the West Indies, parts of East and Central Africa, Mauritius, Seychelles, Aden, Cyprus, Gibraltar and the Western Pacific. The appointment, which was designed to meet special war-time exigencies, was terminated shortly after the end of the war.

19. In the Colonies themselves, there was a similar substantial development of wartime controls and a general expansion in the intervention of Governments

in the economic activities of their peoples. Military operations, although conducted under the War Office, placed a heavy administrative burden upon most Colonial Governments. The organisation of supply services followed a similar pattern in most territories. Supply-Departments were established, or Customs Departments expanded, to operate import and export licensing systems, defence finance regulations and similar controls and to undertake, where necessary, bulk purchasing of essential overseas imports. In many Colonies, Food Controllers were appointed to supervise imports, prices and distribution of essential foodstuffs, and special organisations were created to encourage local food production, to organise savings campaigns and to undertake other war-time duties. In some areas, regional organisations were set up to co-ordinate the war-time supply and economic activities of contiguous or neighbouring territories. In East Africa, for example, a Civil Supplies Board was set up in 1940 to advise the four East African Governments on the supply and distribution of essential civil imports, rail transport, storage and shipping of civil requirements. The Board, which was later merged in the East African Production and Supply Council, acted in close liaison with the East African War Supplies Board, which purchased East African products for the military authorities. In West Africa, the special economic and strategic burden imposed upon the four British Colonies was recognised by the appointment, in 1942, of Lord Swinton as a Resident Minister of Cabinet rank with general co-ordinating powers; the post was discontinued shortly after the end of the war.

20. In a wider field of regional co-operation on war-time supply matters, Cyprus and Palestine fell within the scope of the Middle East Supply Centre, the headquarters of which were at Cairo; whilst various Far Eastern Colonies assisted in the early work of the Eastern Group Supply Council established at Delhi.

21. For the same reasons as affected the Colonial Office, very considerable staffing difficulties were experienced by most Colonial Governments during the war years. It is noteworthy that throughout the period, although many members of the Colonial services were withdrawn for various purposes and new staff could rarely be engaged, the very substantial additional burden of administrative and technical work was carried out without any serious breakdown.

22. Reference should be made to the war-time extension of publicity services in the Colonies. From the outset, the Ministry of Information in co-operation with the Colonial Office organised a system of regular telegraphic messages to the Colonies giving information on current events and on the latest developments of the war situation. These messages were supplemented by literature, photographs, documentary and other films, and radio programmes. The B.B.C. also organised a regular series of war-time programmes specially designed for the Colonies; a broadcast known as the "West Indies Radio Newsletter" was started for the West Indies from the United States in 1942; and the British Council extended its activities generally to meet the new requirements. Colonial Governments themselves took measures early in the war to appoint Information Officers where they did not already exist and to keep them regularly supplied with material from home. In East and Central Africa, the activities of local Information Officers were reinforced by those of liaison Officers sent out from the Ministry of Information and by the Mobile Propaganda Unit of the East Africa Command which was set up in Nairobi in 1942. Elsewhere, much useful work was done by War Publicity Committees and other sponsored instruments in counteracting enemy propaganda and sustaining morale by providing authentic information about the course of military events.

23. The inevitable effect of the war was to strengthen and tighten the central control over Colonial activities in economic and other fields. Much war-time

legislation was based on defence powers vested in Colonial Governors. The exercise of these powers was, however, limited in practice to necessary war-time functions and did not interfere with the continued constitutional and political progress of those Colonial territories which remained free from enemy occupation. The considerable advances which were in fact made in this field, in spite of the heavy preoccupations of war, are described in Chapter III of this Part, but first is reviewed the very substantial contribution, in materials and men, which the Colonial Empire made to victory.

CHAPTER II

THE COLONIES' CONTRIBUTION TO THE WAR

(a) Economic Mobilisation

24. Once the Colonial Empire was launched upon war, the most important task was to mobilise economic and manpower resources. That task was one of extraordinary magnitude. Beginning from the slender basis of existing governmental staffs, with only a limited experience in trade and commerce, Colonial territories had to organise for war practically the whole range of their economic life. Because of the vicissitudes of shipping and supply and of the frequent changes in the priority of demands for Colonial exports, policy and plans had to be kept flexible. Import programmes had to be frequently amended and production targets modified as the war moved across Europe and Asia. In the face of such difficulties, it is not possible to exaggerate the magnificent economic contribution which the Colonies made to victory.

25. Although the various aspects of economic control assumed different importance at different stages of the war, the main targets set for the Colonies were (1) the participation in general blockade measures, exchange controls, etc. ; (2) the increase of exports of foodstuffs and raw materials to Britain and the United Nations ; (3) the organisation of import controls and shipping programmes on a war basis ; (4) the increase of local production of food and other essentials for local consumption ; (5) the adoption of relief measures to meet special difficulties arising out of loss of markets, shipping difficulties, etc., for staple export industries ; and (6) the adoption of financial measures including taxation, price control, cost of living allowances, etc.

26. It was not until after the German advance in the West and the entry of Italy into the war that the full range of these economic controls had to be brought into play. The sudden rise in the tempo of war activity and the increased difficulties of shipping had immediate effects upon both the import and the export trade of the Colonies. On the import side, Governments had to pay much more conscious attention to securing the imports essential for carrying on the ordinary life of the people and for maintaining essential export industries. A policy of greater austerity had to be adopted, and import and shipping programmes had to be rigorously pared. On the export side, the loss of European markets and the exclusion from the United Kingdom itself of non-essential imports, combined with shipping difficulties, interrupted severely the normal flow of Colonial trade. To the export industries which were thus threatened with complete disaster, His Majesty's Government extended immediate financial assistance. Outstanding examples of such help were the purchase by Government of the whole Jamaica banana crop from 1941 until the end of the war, at a cost of over £1 million per annum, and the provision of annual crop advances to the Palestine citrus industry. In the case of both these industries, shipments

were completely suspended for at least part of the war. The West African cocoa control scheme was also, in its initial phase, a relief measure, although the early losses were later recouped. Other rescue measures were taken, on a smaller scale and for shorter periods, for Cameroons bananas, British Guiana and Fiji sugar and East African sisal.

27. There were, however, other Colonial export industries which were called upon immediately to increase their output for war purposes. Rubber and tin production had been, up to 1939, subject to drastic restrictions under international agreement. Restrictions were steadily raised until by 1941 output was in effect at its peak. The large stockpile of rubber which was thus accumulated in the United States was to prove of quite crucial importance in bridging the gap between the loss of Malaya and the Netherlands East Indies and the coming into full production of the American synthetic rubber industry. The stockpile of tin accumulated during the same period was also of vital importance when sources of supply in the Far East were cut off. In other commodities, too, the Colonies were already, in 1940 and 1941, contributing important and sometimes essential supplies—copper from Northern Rhodesia, tea from Ceylon, iron ore from Sierra Leone (replacing European sources lost to the United Kingdom after 1940), sugar from the West Indies, Mauritius and Fiji, Sea Island cotton (for the manufacture of barrage balloons) from the West Indies and so forth.

28. After the second major Allied reverse, when the Japanese conquests overran the Far Eastern sources of supply of many vital raw materials, the demand upon the agricultural and mineral resources of the remaining Colonies, particularly the Colonies in Africa, became urgent; and anxieties about markets for Colonial exports, except bananas and citrus fruit, disappeared entirely. Attention was now almost wholly concentrated upon production for local consumption and export to Allied countries. Special measures were taken and organisations set up to develop maximum production of rubber in Africa; and the established rubber industry in Ceylon was given additional incentives to achieve maximum output. Ceylon tea was also in full demand from 1942 onwards. Sisal, which had for a time been in over-supply, was now required from East Africa in the maximum quantities available. East African pyrethrum production was increased to replace the Japanese product. Oilseeds and vegetable oils from all parts of the Colonial Empire, hitherto in surplus supply, were now in strong demand to replace copra and palm oil formerly exported from Malaya and the Netherlands East Indies, the Philippines and the Western Pacific. The mineral resources of the Colonies were also drawn upon in full for war purposes. The output of tin in Nigeria was substantially increased. The Northern Rhodesia copper industry was expanded with Governmental assistance; and exploitation of minor minerals such as lead, wolfram and graphite was pushed ahead with all speed. It was in this period, too, that the full harvest was reaped of efforts initiated earlier to increase existing resources of bauxite for aluminium in British Guiana and to develop entirely new sources in the Gold Coast.

29. At the same time, and for similar reasons, the difficulties of maintaining for the Colonies essential imports of food and other supplies were intensified. Operating under the general system of allocation of supplies decided upon by the various Combined Boards and their subsidiary Committees in Washington and London, the Colonies had to arrange for the detailed programming and planning of the whole of their import and shipping requirements. Imports had now to be severely scaled down to correspond with reduced shipping allocations; and the Colonies, while they could do little to reduce imports of the main food staples—flour, rice, canned milk, etc.—made a considerable contribution to shipping economy by eliminating all luxury imports and by

developing maximum local production of essential foods. Because of a variety of difficulties, including the absence of reliable statistics, wide differences in diet and the high degree of illiteracy, it was not possible, except in a few cases, to introduce strict rationing systems. It had, too, to be recognised that, in the relatively simple circumstances of most Colonial economies, incentives by way of consumption goods, such as cotton textiles, were of importance in encouraging the maximum production of essential exports.

30. Special measures were taken in all Colonies to increase local production of food. Apart from propaganda campaigns for this end, a few Colonies introduced compulsory labour under strictly controlled conditions, and placed obligations on estates to produce specified quantities of food, at the same time guaranteeing a firm price. Production of manufactured goods was also encouraged. In the case of East Africa, an Industrial Development Board was specially created. An added strain was imposed upon available supplies of food, materials and men in some Colonies by the establishment and maintenance of large British or American military garrisons. Expenditure by such garrisons on local services and local produce, both agricultural and manufactured, was of crucial significance in Palestine and of only a little less importance in some of the American Bases in Colonies in the Caribbean area and in Fiji. In the later stages of the war, Ceylon was greatly affected by such developments and a number of the African Colonies were affected to a lesser degree.

31. Expenditure on military bases and works, together with the prevailing good demand for most Colonial exports, created a general level of income in the Colonies higher than that which prevailed before the war and considerably higher than it was possible to spend on available imports. This in turn created serious inflation, and fiscal measures were adopted to counteract it. Prices were controlled and the cost of living subsidised (sometimes at very considerable cost to Government); a general and substantial increase in customs and excise duties was imposed; income tax was introduced in Colonies where it did not already exist and the rates of income tax were increased in others; excess profits taxes were levied; and increased investment in local loans and other forms of savings were encouraged by intensive savings campaigns. In the upshot (as will be seen from the table in Appendix VI, referred to in Chapter V of Part II) local revenues in nearly all Colonies reached unprecedented levels; and although Government expenditure also expanded in a majority of cases, most Colonial Governments found themselves at the end of the war in a stronger financial position. Many Colonies which did accumulate surpluses in these conditions made substantial parts of their cash balances available to His Majesty's Government as wartime loans, free of interest.

32. In the main, the internal developments in administrative machinery necessitated by the war contained no special points of long-term economic interest; but the organisations set up to handle external trade are of wider and more permanent importance. By the end of the war, nearly all the major Colonial exports had become the subject of organised state purchases by agencies operating on behalf of His Majesty's Government. In some cases these purchases were made, by negotiated contracts or under a system of licensing, direct from individual producers; but in many others, particularly where producers are numerous and small-scale, Colonial Governments found it necessary to set up organisations of their own to undertake bulk handling and marketing. The outstanding example was the West African Produce Control Board, the activities of which have already been briefly described. In the case of cocoa at least, the general system of controlled marketing established by the Board (as explained in Chapter IV of Part II) is to be continued indefinitely under new powers vested in locally established marketing organisations.

(b) Use of Colonial Manpower*(i) Military*

33. The largest body of Colonial recruits was raised in the African territories, although units from other Colonies rendered useful service in various war theatres. In particular, locally raised troops from Fiji and elsewhere did excellent work in the Pacific campaign. Palestine, Cyprus, Mauritius and the West Indies furnished contingents for overseas service. Maltese troops took an active part in the defence of Malta. In Malaya and Hong Kong, local defence forces bore their full share of the fighting and suffered many casualties. Recruits for the R.A.F., both for flying and ground duties, were also drawn from a number of Colonies. The West Indies, for example, provided 5,500 men for ground duties. But the sum total of non-African contributions in all fields of service bears no comparison with that of the African territories. By May, 1945, the total number of Africans serving in regular military units, whether combatant or ancillary, was estimated at about 374,000. The European communities in Africa also made a striking contribution both in the armed forces and in production.

34. African troops played a really notable part in the achievement of ultimate victory. They acquitted themselves with distinction both against the Italians in the earlier African campaigns and later against the Japanese in Burma. For thousands of Africans, service in the army meant a completely new outlook on life. They made long journeys overseas and made acquaintance with races and countries of whose very existence they were previously ignorant. They grew accustomed to strange diets, to new standards of hygiene and to changed conditions of social and communal life. Not only was their general mental horizon widely extended, but in many cases they acquired considerable technical and mechanical skill in a number of specialised occupations. The problem of turning these war-time acquisitions to peace-time account was one that confronted every Colonial administration in Africa.

35. By the end of the war, the total strength of military forces in the Colonial Empire stood at over 473,000.* The majority of the men were volunteers. Nearly every Colonial Government took powers early in the war to exact compulsory service, whether in a military or a civil capacity, from the people of the Colony; but, in practice these powers were not generally used in recruiting for the armed forces.

36. Apart from the army and the air forces, Colonial personnel rendered valuable service at sea, more particularly in the Merchant Navy. The bulk of them came from Aden, Malta, the West Indies, West and East Africa, Ceylon, Malaya and Hong Kong. The full number employed during the war must be a matter of conjecture; but it is estimated that during the latter stages of the war as many as 15,000 Colonial seamen were on sea duty. Women also played their part in the tasks of defence. Many came to England to enlist in the women's auxiliary services. Others were brought here from the West Indies under a special scheme for service with the A.T.S. Local A.T.S. units were also formed in several Colonial territories.

37. Casualties suffered by the Colonial Forces during the war amounted to nearly 7,000 killed or died of wounds or injuries, and nearly 7,000 wounded. In addition some 15,000 men were missing for varying periods and over 8,000 were prisoners of war. Of the total number of 30,000 British merchant seamen who lost their lives in the war, about 5,000 are believed to have been of Colonial origin. Colonial personnel were largely employed in the engine-room of the old

* A comparative statement showing the expansion of strength in the various Colonial territories between 1939 and 1945 is contained in Appendix III.

coal-burning ships, a fact that may account for so high a casualty rate. A very large number of gallantry awards was made to members of Colonial Forces and to officers and N.C.Os. seconded for service with these forces. They included two V.Cs.—one gained during the Somaliland campaign, and the other in the war in the Pacific.

(ii) *Agricultural and Industrial*

38. The requirements of agriculture and industry made by far the heaviest demand upon Colonial manpower. As has been explained, Colonial territories found themselves under the urgent necessity of increasing to the utmost their production of essential raw materials and foodstuffs both for home consumption and for export. The all-round intensification of effort involved necessarily placed an immense strain upon their labour resources. Further, many Colonies had to provide for an entirely new set of activities, often on a very extensive scale. The construction of American bases in the West Indies, for example, meant a heavy demand for local labour; and later, when constructional work was nearing completion, there was extensive recruitment of West Indian workers to make good a shortage of agricultural labour in the United States. Other problems arose in territories which were the centre of military activity on a large scale, or which became part of a great strategic highway for allied military movements. In West Africa, for example, a great chain of airfields had to be constructed and public works, harbours, roads, railways, camps, water supplies and oil installations had to be organised and maintained on a scale wholly unknown in the past. There was much similar activity in East Africa. For the most part, the labour supply was maintained at the necessary level without resort to other than normal methods of recruitment; but there were certain vital industries in which an element of compulsion had to be introduced.

39. There were four African territories (Nigeria, Kenya, Tanganyika and Northern Rhodesia) where conscription of labour was actually enforced. In Nigeria this expedient occurred in the tin mines, whose output had suddenly to be raised to the maximum after the fall of Malaya and the Netherlands East Indies. In Kenya and Tanganyika the use was mainly in agriculture; while in Northern Rhodesia compulsory labour was organised in mobile units and was only on a very small scale. It was imperative that the production of foodstuffs should be expanded and other vital war materials, such as sisal, as well. It was felt that sufficient labour would not be forthcoming by voluntary enlistment, and, in consequence, that labour conscription was unavoidable. The adoption of this labour system caused much public and official uneasiness. In Nigeria, it was discontinued in April, 1944; but in the other three territories it could not be discontinued until after hostilities ceased. Its administration in Kenya and Tanganyika formed the subject of special investigations carried out in 1944 and 1945 by high officials (Sir Julian Foley, C.B., and the late Sir Granville Orde Brown, C.M.G.) nominated by the Secretary of State. The two reports dealt respectively with the question of regulating the profits of private employers using conscript labour and with the actual conditions of labour.

CHAPTER III

ECONOMIC AND SOCIAL PROGRESS

(a) *Development and Welfare Act, 1940*

40. In spite of the heavy burdens imposed on Colonial administrations by the day-to-day necessities of war, it was found possible to pay attention to economic development and to the general improvement of social services. These questions had, indeed, been much to the fore during the decade before the war.

The Colonial Development Act, 1929, though designed with the primary object of relieving unemployment in Great Britain, provided substantial funds from the British Exchequer for development schemes in the Colonies. Two matters of special importance had reached an advanced stage of discussion when war broke out. First, the West India Royal Commission, appointed in August, 1938, had completed its investigations and was engaged in compiling its report. Secondly, following on a series of enquiries in various colonies as to the neglect of social policies and economic development, the Colonial Office had studied the working of the Act of 1929 and had reached certain conclusions regarding the importance of a new approach to the problem of colonial development and welfare.

41. The receipt of the Royal Commission Report afforded the opportunity for action. In February, 1940, two Parliamentary papers were published simultaneously, the first containing the summarised recommendations of the West India Royal Commission*, and the second, a general Statement of Policy on Colonial Development and Welfare†. A new Development and Welfare Act was then introduced, designed to expand greatly the scope of the Act of 1929. It empowered the Secretary of State for the Colonies, with the concurrence of the Treasury, to "make schemes for any purpose likely to promote the development of the resources of any Colony or the welfare of its people" and laid down that any sums required for such schemes should be paid out of moneys provided by Parliament. It prescribed maximum expenditure of £5,000,000 a year for ten years on schemes of development (the earlier Act provided only £1,000,000 a year), as well as £500,000 a year for promoting research and enquiry.

42. The Bill of 1940 became a statute at the most critical juncture of the war and was a significant act of faith and confidence. France had fallen and an invasion of England was thought to be imminent. The Act marked an important stage in the constructive approach by Britain to her dependencies. By the Act, local governments were encouraged to plan their social and economic development, with the technical and financial assistance of Britain to augment their own resources, so that programmes could be launched and natural resources expanded and new standards of living made possible. It was recognised from the outset that it was unlikely, in the first years of the Act, that conditions would exist whereby it would be possible for Britain to grant to the territories up to the full amount provided for in the Act. The scope and intention of the new measure formed the subject of much correspondence between Downing Street and the Colonies during the latter half of 1940. It was made clear to Colonial Governments from the first that the primary object of the Act was not so much to assist isolated projects as to promote orderly planning on a comprehensive scale. There was no desire to tie Colonies down on points of detail, although development programmes were, as far as possible, to follow certain broad lines of policy as suggested by the Colonial Office.

43. In the event, matters proceeded more rapidly than seemed probable when the Bill was under discussion in Parliament. Few comprehensive plans were completed before the end of the war, but, much progress was made, even in the earlier war years, with projects of a less ambitious character. By 31st October, 1942, the number of schemes approved under the Act amounted to 167, involving a total financial liability of over £2,000,000. Most of the earlier grants went to the Caribbean area, the welfare and development needs of which the Royal Commission had defined and shown to be specially urgent. By the end of March, 1945, approved expenditure under the Act had reached a figure of nearly £16,000,000. The number of approved schemes totalled 548. The

* Cmd. 6174.

† Cmd. 6175.

principal services benefitting under the various schemes were water supplies and irrigation, communications and transport, education, agriculture and veterinary, medical, public health and sanitation, housing and land settlement.

44. In the West Indies, following the recommendations of the Royal Commission, a special organisation was set up under a Comptroller for Development and Welfare who is directly responsible to the Secretary of State and whose principal functions are to draw up, with the aid of advisers and experts attached to him and in consultation with the local Governments concerned, long-term programmes of social reform ; to consider similar schemes submitted by local Governments ; to advise the Secretary of State in regard to grants made to West Indian Governments under the Colonial Development and Welfare Acts ; to supervise, through his staff, the administration of such grants ; and to submit to the Secretary of State periodical reports on the work carried out under his supervision. Reports by the first Comptroller, Sir Frank Stockdale, G.C.M.G., C.B.E., covering the periods 1940–1942 and 1943–1944 have already been published.* A report by his successor, Sir John Macpherson, K.C.M.G., for the period 1945–1946 will shortly be published.

45. During the last months of the war, the Act of 1940 was supplemented by the Colonial Development and Welfare Act, 1945, which substantially increased the amounts made available annually for financing Colonial schemes. An account of developments arising out of the new Act is contained in Chapter I of Part II of this Report.

(b) Education

46. The history of Colonial education during the war may be roughly divided into three periods—an early period during which all other considerations had to be subordinated to military requirements; a subsequent period of recovery and readjustment ; and a final period during which there was a marked revival of educational activities. The chronological division cannot be more than approximate, nor were all Colonies affected in the same way by the course of events. But in some territories at any rate the early period was one of comparative stagnation. Teaching staffs were depleted through service claims, many school buildings were requisitioned for military purposes, and in some cases educational centres had to be moved, in the interests of the pupils, from localities regarded as vulnerable to enemy attack. The heaviest blow fell in the Far East where three important higher educational institutions—the University of Hong Kong and the Raffles and Medical Colleges at Singapore—were obliterated, for the time being, by the Japanese occupation.

47. During the later years of the war, much educational progress was planned. An outstanding event of this period was the appointment, in the summer of 1943, of two Commissions to enquire into Higher and University education in the Colonial Empire. The first Commission, under the Chairmanship of Sir Cyril Asquith, was concerned with the problem of higher education in the Colonial territories as a whole ; the second, under the Chairmanship of the Rt. Hon. Walter Elliot, M.P., dealt with university development in West Africa. In January, 1944, the Asquith Commission, with the Secretary of State's approval, appointed a Committee of its members to conduct an investigation into the prospects of higher education in the West Indies. Comprehensive examinations of all these matters were made and the reports of the three bodies were published as Parliamentary Papers in June, 1945.† The action taken upon their recommendations belongs to the post-war period and it is recorded in Chapter III of Part II. An event of special interest during the war was the

* Col. 184 and 189.

† Cmd. 6647, 6654 and 6655.

establishment, in July, 1942, of a University of Ceylon. The project had been under discussion for many years past and its consummation, under war-time conditions, was a noteworthy achievement.

48. Of no less importance during this period was an examination by a special committee of the Advisory Committee on Education of the problems of illiteracy and communal education in Africa. Their report was published in 1944 under the title of "Mass Education in African Society" and widely circulated. African governments in particular were urged to study the proposals made with a view to early action. Already many experiments in the dependencies were being made. When the war came to an end the subject was still receiving the lively attention of both the Colonial Office and the local governments. Other important questions investigated by the Advisory Committee included the education of African women and the problem of language in African education.

(c) Medical and Health Services

49. The war faced Colonial Medical Departments with a number of new problems. Prevention of the spread of epidemics, always a serious pre-occupation, became a matter of greatly increased urgency at a time when large bodies of men, civilian as well as military, had frequently to be moved to climates of which they had no previous experience and to countries where they had acquired no immunity against local diseases. The risk of infection, much enhanced by the great increase in means of rapid transport, was one against which it was difficult to provide. Regions formerly isolated and comparatively free from epidemic diseases were brought into close contact with less healthy parts of the world. In particular, efficient quarantine over passengers arriving by air was never easy to enforce.

50. The war not only introduced new problems. It seriously restricted the means of dealing with them. Owing to military demands, it became increasingly difficult to find medical personnel with the knowledge and experience necessary for dealing with specialised work. Medical surveys already in progress had to be suspended or curtailed; others had to be indefinitely postponed. The early years of the war were necessarily a period of restricted operation; but its later stages witnessed a revival of medical activities on a considerable scale. Medical and health services, like other branches of Colonial administration, derived great benefit from the provisions of the Colonial Development and Welfare Act, 1940. Of 167 schemes approved under the Act during the first two years of its operation, 35 were classified under the heading "Medical, Public Health and Sanitation". The aggregate cost of these schemes was nearly £330,000. By the end of March, 1945, approved medical schemes totalled 100, involving expenditure of over £3,000,000.

51. Special measures were taken at different times to combat malaria in West Africa and venereal diseases in the West Indies. New International Sanitary Conventions dealing with quarantine arrangements, and more particularly with the control of yellow fever, were concluded in 1944. Serious epidemics of infantile paralysis occurred in Malta in 1942/1943 and in Mauritius early in 1945. A special officer was sent out from home to investigate the two outbreaks. A substantial grant under the Colonial Development and Welfare Act was made in the last year of the war to assist the Nigerian Government in its campaign against leprosy. A new body, known as the Tse-Tse Fly and Trypanosomiasis Committee, was set up in London in 1944 to deal with the problem of sleeping sickness. The Colonial Advisory Medical Committee made comprehensive recommendations on medical policy and medical research. The question of the training of nurses engaged the attention of a Special Committee appointed by the Secretary of State in the autumn of 1943.

* Col, 106.

52. The later stages of the war witnessed the introduction, under the auspices of the Army authorities, of a new form of hospital treatment for African patients. This was known as the "rehabilitation treatment"; its object being to discharge the patient, not merely cured of his injuries or ailments, but better equipped for active life than before his admission to hospital. A successful "rehabilitation" centre was established at Nairobi (Kenya) in connection with No. 1 Hospital of the East African Command.

(d) Labour

53. Labour questions also received much attention during the war. On the whole, strikes and serious labour unrest were minor and infrequent. A number of strikes did occur, the most serious of which was one which broke out in 1940 in the Northern Rhodesia Copperbelt. Both European and African labour were affected. Disorders occurred in certain districts, the military and police were compelled to fire upon the rioters and a number of casualties was sustained. The strike was made the subject of a special investigation, as a result of which remedial measures were applied. These measures proved on the whole effective, though they did not prevent some recrudescence of trouble in 1944. A number of strikes occurred in Malaya before the Japanese occupation. There were widespread stoppages in Nigeria during the summer of 1945. Other labour trouble, on a more or less serious scale, occurred in the Bahamas in 1942, in the Fiji sugar industry in the summer of 1943, in Mauritius (also in connection with the sugar plantations) in the autumn of the same year and on the water-front at Kingston (Jamaica) in 1944. Taking the war period as a whole, labour difficulties caused remarkably little interference with Colonial war activities.

54. On the general question of labour policy, there had been considerable activity during the years immediately preceding the war. Progress had followed in the main two parallel lines; the creation on the one hand of supervisory machinery, either in the form of separate Labour Departments or of Labour or Industrial Advisers to Colonial Governments; and on the other hand the enactment of legislation for the regulation of labour conditions and the protection of workers. Prior to the war, greater attention had on the whole been paid to the latter development; but during the war the position was to some extent reversed. The immediate issue was a practical one. There was urgent need for the firm and sympathetic handling of the labour questions that were bound to arise out of war conditions, and there was the certainty that, when the war was over, all Colonial Governments would be faced with a number of difficult problems which they could hardly hope to solve without the advice and assistance of experienced labour staff.

55. In 1933, only two Colonial territories, Ceylon and Malaya, had separate Labour Departments. By 1943, more than thirty territories possessed Labour Departments or Inspectorates, or at least a Labour Officer with subordinate staff. By the same date, the total number of officers employed on executive duties in Colonial Labour Departments or Inspectorates had risen to 150, as against 30 in 1937. By the end of the war, all but two Colonial territories possessed Labour Departments and the total Labour Staff amounted to more than 200. In many territories, Standing Labour Boards or Committees were set up, consisting of representatives of employers and workers under an independent chairman. Fourteen Ministry of Labour officers were seconded for work in the Colonies between the years 1938 and 1943. Another new departure was the appointment of experienced Trade Unionists from the United Kingdom to posts in Colonial Labour Departments. Six such officers were appointed in 1942 and were subsequently absorbed into the permanent and pensionable service.

56. At the Colonial Office itself, an important change was introduced at the end of 1941 when the Standing Colonial Office Labour Committee, a purely official body, was replaced by the Colonial Labour Advisory Committee, with representation thereon of the Trades Union Congress and the British Employers Confederation. Its functions were to consider and advise on all questions concerning the employment of labour that the Secretary of State might refer to it. The Committee held 13 full meetings before the end of the war.

57. The enactment of the Colonial Development and Welfare Act, 1940, marked another stage in the war-time evolution of Colonial labour policy. In its final form, the Act contained a clause requiring the Secretary of State, before making a scheme for financial assistance to any Colony, to satisfy himself, in all cases where the employment of local labour was involved, that the law of the Colony concerned gave reasonable facilities for the establishment of trade unions and that fair conditions of labour would be observed in the execution of the work. By the end of the war, there remained only a few territories where trade union legislation fell short of the required standard. Colonial Governments had also been furnished with a "fair wages clause" formula for inclusion in all Government contracts.

58. Development of the trade union movement in the Colonies was attended by certain difficulties; but a measure of definite progress was achieved even under war conditions. The appointment of British Trade Unionists to Colonial Labour Departments produced excellent results. Another new development was the practical interest taken by the Trades Union Congress in the progress of Colonial trade unions. Apart from assistance given by way of advice and information, the Congress made arrangements in 1943 by which a number of West Indian trade union officials were enabled, at no cost to themselves, to take special correspondence courses provided by Ruskin College, Oxford.

CHAPTER IV

POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

(a) Constitutional Progress

59. The war had a profound effect on political growth in the Colonies. It not only awakened new hopes and brought wider experience to Colonial people themselves but it released new influences of "freedom" and "adventure" in the world which were felt by the people and administrators alike. New adjustments in tempo, relations and purpose seemed called for. This found expression in new conceptions of the responsibilities and functions of government, a more constructive approach to trusteeship and greater social and economic progress of the peoples of the territories concerned. The disasters suffered in the Far East in 1941-1942, and the flood of adverse criticism to which they gave rise, were only one factor in the process. There was a widespread feeling that all was not well with the British Colonies or, to quote words used by Lord Hailey in 1943, that "whatever the progress achieved in some Colonial areas, there are others which fall short of the political and social developments which not only the opinion of the outside world but enlightened opinion within the controlling nations themselves would desire to secure for them". The British Government, as already shown, was not slow to appreciate the conditions that had arisen or to seek means of appropriate advance in the sphere of social and economic progress.

60. A clear statement of constitutional policy was made by the Secretary of State in the House of Commons in July, 1942. "We are pledged", he said, "to guide Colonial people along the road to self-government within the framework of the British Empire". In the case of three Colonial territories, Ceylon,

Jamaica and Malta, specific undertakings were given at different times during the war that revised constitutions, involving a full measure of internal self-government, would be set up after the termination of hostilities and that in the meantime preliminary enquiries and consultations would be undertaken without delay. The process of consultation was at once inaugurated, but it did not everywhere operate with the same smoothness. In Ceylon, it was attended by considerable difficulties (arising in the main out of the divergent interests of the majority and minority communities), and it was ultimately decided to send out a Commission from England to examine the whole question on the spot and to propose an acceptable solution; no final settlement was reached until after the war. In another of the three cases, that of Jamaica, it was found possible to move more rapidly than had first been contemplated. A new constitution was devised; the instruments for bringing it into effect received the Royal signature in October, 1944, and elections for the new House of Representatives followed two months later. In Malta, matters had not advanced beyond the stage of preliminary discussion when the war came to an end.

61. These three major items in the catalogue of constitutional advances by no means exhaust the list. There were also important developments in two other West Indian Colonies (Trinidad and British Guiana) as well as in various tropical African territories, all having as their object the better and more effective representation of the indigenous and non-official elements of the population. In the Gold Coast, an African non-official majority was established in the Legislative Council, and in Northern Rhodesia, in the autumn of 1944, a similar step was taken, these being the first African territories where this was done. Provincial African Councils were also established in Northern Rhodesia. In Nigeria, comprehensive proposals were submitted by the Governor in December, 1944, for the revision of the constitution on lines designed to secure the better representation of African interests, to create a representative central legislative authority for Nigeria and to build up regional authorities in which the diverse elements of that vast country could play their appropriate parts. These proposals, and the correspondence relating to them, were published both in Nigeria and in England in March, 1945* ; they were not brought into operation until after the war. In the West Indies, most of which enjoyed representative institutions of long standing, progress for the most part took the form of an extension of the franchise. An Order-in-Council providing for a Legislative Council at Aden was made in the autumn of 1944.

62. Palestine stood, in almost every respect, in a different category from any other territory administered under the Secretary of State for the Colonies. The general situation at the time of the outbreak of the war was highly unsatisfactory. The political tension arising out of the claims and counter-claims of the Jewish and Arab communities remained unresolved. During the war the Jewish community made a conspicuous contribution to the struggle. Nevertheless, the internal history of the country may be divided into two main periods. The earlier phase, covering the first three years of the war, has been described as a period of "political dormancy". While the internal situation remained fairly quiet, with comparatively little Arab enthusiasm for the Allied cause, the outstanding incidents of the period were concerned with Jewish illegal immigration, of which the autumn of 1940 saw a marked revival. The second period, extending from October, 1942 to the end of the war, was more troubled. After the expulsion of the enemy from North Africa, the menace of an attack upon Palestine receded into the background, and with its removal both Arabs and Jews became increasingly interested in their own post-war future. The demands of both parties grew more insistent. The Hagana, the Jewish illegal

* Cmd. 6599.

"Army", steadily increased its numbers and efficiency, and assumed a more formidable character. There was an increase in the number and magnitude of thefts of arms and explosives from British military establishments, and the measures taken by the authorities to prevent this traffic aroused much ill feeling in the Jewish community. Terrorist groups emerged and in August, 1944, an attempt was made by certain of them to assassinate the British High Commissioner (Sir Harold MacMichael). Other terrorist outrages followed, reaching a climax on the 6th November, 1944, when the British Minister of State in the Middle East (Lord Moyne) was assassinated in the streets of Cairo by two members of the Jewish "Stern" group.

(b) Regionalism

63. Co-operation between adjoining or neighbouring Colonial territories had been practised in differing forms for many years before the war. In East Africa, the Governors' Conference, which dealt with questions affecting all four East African territories, had become a permanent feature in the political life of the region. There was also a Governors' Conference with more limited functions in West Africa. The question of the federation of the West Indian Colonies had long been the subject of active discussion. In both East and West Africa, however, the process was much accelerated by the war. A number of new and urgent problems arose, calling for combined action on the part of all territories in the area concerned. In East Africa, the authority of the Governors' Conference as a co-ordinating body was strengthened and extended. In Central Africa, a Standing Central African Council was set up in 1944, covering the self-governing Colony of Southern Rhodesia, as well as the territories of Northern Rhodesia and Nyasaland.

64. In West Africa, the Governors' Conference, inaugurated in August, 1939, set up a permanent office organisation in the following year. The system was superseded in 1942 by the creation of a new post of Cabinet Minister resident in West Africa, whose primary function was to ensure effective co-operation between all four West African territories in the prosecution of the war. He stimulated production of war requirements and brought into consultation for strategic and economic purposes the French and Belgian territories. This post was the third of the kind to be created as a war-time measure. The first was the appointment in July, 1941, of a Minister of State for the Middle East, with headquarters at Cairo, whose sphere included, among other large areas, Palestine and Transjordan, British Somaliland, Cyprus and Aden. In December, 1941, a similar appointment was made in the Far East (with headquarters at Singapore); this was a short-lived arrangement, lasting only from the 12th December, 1941, to the 13th January, 1942. The appointment of a Minister Resident at Allied Headquarters in North West Africa followed in December, 1942; but in this case no part of the Colonial Empire fell within the Minister's province.

65. Although it involved no element of regional co-operation, mention should be made of the appointment, in Ceylon, in March, 1942, of Vice-Admiral Layton as Commander-in-Chief with supreme direction over all naval, military, air and civil authorities in the area, including, in the last resort, the Governor and civil administration of the Colony. This step was found necessary to meet the special military situation arising out of the fall of Singapore and the threat to all British interests in Far East waters. The post was discontinued shortly after the war ended.

66. A further development, also arising directly out of the war, was the emergence of a new conception of regionalism, which involved co-operation not only between British Colonies in the particular region but also with neighbouring territories under Dominion or foreign jurisdiction, and which envisaged

permanent machinery for joint consultation and collaboration in dealing with common problems. The conception received the general blessing of the British Government in a statement made by the Secretary of State for the Colonies in the House of Commons in July, 1943. Little was done to carry it into general effect during the war years, though the establishment of the Anglo-American Caribbean Commission in 1942 and of the West Indian Conference in 1944 marked notable steps in that direction.

(c) International Relations

67. In the field of international relations, the war brought great changes to many parts of the Colonial Empire. The war-time co-operation between Great Britain and the United States brought American officials and service men into close contact with the life of many British territories. The West Indies provided the most obvious example. Arrangements were made in 1940 by which naval and air bases were leased to the U.S. Government for a period of 99 years in a number of West Indian islands. It was expressly stated at the time that no question arose of any transfer of sovereignty and that, for all internal purposes, the British Colonial Governments continued to function as before; but the bases meant the introduction of large numbers of American civil and military personnel, and a number of problems inevitably arose, the solution of which called for tact and patience on both sides.

68. Following upon the establishment of the bases, the Anglo-American Caribbean Commission was set up for the purpose of considering the whole question of Caribbean social and economic affairs in their widest aspects. Once more it was expressly stated, at the time of its inception, that the Commission was not an experiment in joint control or joint Government and that it did not alter the relationship between His Majesty's Government and the British Colonies in the Caribbean area. It was also made clear that the Commission had no executive authority and that there was no interference with local jurisdiction. In practice, the activities of the Commission, and subsequently of the West Indian Conference, involved close Anglo-American co-operation in the consideration of problems in nearly every British Caribbean territory.

69. Other British Colonial areas in which Anglo-American collaboration bulked large during the war were West Africa and the Western Pacific. In West Africa, the new relationship hinged mainly upon the question of air transport. With the closing of the Mediterranean route, the British West African territories became of vital importance to the sea and air communications of the United Nations between America and Britain on the one hand and the Middle East, India, and the Far East on the other. The United States Government was deeply concerned in the maintenance of these communications and, as a necessary consequence, American personnel in large numbers were posted to various parts of British West Africa. To take one example: full control over the Accra airport (Gold Coast) was handed over at the end of 1943 to the United States Army, which remained in charge for over two years. West Africa was an essential stage in the trans-African air service, which operated for many months at a stretch and proved of immense benefit to British and American forces in the East. In West Africa, no less than in the West Indies, a few difficulties were experienced, but on the whole the area furnished a striking example of successful Anglo-American co-operation.

70. In the Western Pacific region, the story opened early in 1942 when the control of the whole strategic area was transferred from New Zealand to United States command. The transfer involved some dislocation of British administrative arrangements; but, thanks to the goodwill displayed on both sides, no serious difficulties were allowed to arise. Ceylon was also affected to some extent, as was Ascension Island (part of the Colony of St. Helena) where an American air-base was established in 1942.

71. Finally, certain parts of the British Colonial Empire were brought into much more intimate relations than ever before with their French neighbours. This was true in particular of British West Africa, which is co-terminous at different points with French Equatorial Africa and the Federation of French West Africa. After the fall of metropolitan France in June, 1940, French Equatorial Africa, having declared for General De Gaulle, maintained close liaison with adjoining British territories. The French West African territories adhered to the Vichy Government until the Allied invasion of North Africa in November, 1942, when they too threw in their lot with the Allies. Some difficulties arose in the New Hebrides, where an Anglo-French " Condominium " had existed since 1907. Anglo-French relations were at one time uneasy; but they improved progressively during the latter years of the war. In Palestine and Transjordan, bordering on the French Mandated territory of Syria, Anglo-French relations ran a somewhat chequered course. All went well until the fall of France in 1940, after which the French High Commissioner fell into line with the Vichy Government. For some months, British policy aimed at avoiding a complete rupture, but this attitude could not be long maintained. The events in Iraq of May, 1941, when Rashid Ali succeeded in over-throwing the existing Government and establishing a pro-Axis regime at Baghdad, made it necessary to deny Syria as a base to the enemy. An Anglo-Free French campaign for the military occupation of Syria and the Lebanon was undertaken in July, 1941, and resulted in the occupation of the whole of the French mandated territory.

72. War-time security and economic needs also brought collaboration between the British and Belgian territories in Africa. The liaison arrangements with the French and Belgian administrations assumed increasing importance as the war went on. Out of this co-operation came a number of developments of permanent interest. Liaison with the French Government, established for military purposes, was to be continued in the post-war years for civil purposes and to be extended to other Colonial Powers. The system of regional commissions and conferences, originating in the Caribbean, was to be extended to the South Pacific. These further developments in the sphere of British Colonial policy are described in Chapter VI of Part II of this Report.

73. Before the conclusion of the war, Chapters XI, XII and XIII of the Charter of the United Nations were written. The Atlantic Charter had already aroused considerable interest among the Colonial peoples and it was Britain which played a leading part in the drafting of the chapters concerned with the subsequent trusteeship arrangements to replace the mandate system and which contributed no small part to the international declaration regarding non-self-governing territories.

74. This declaration (Chapter XI of the Charter) is in effect a summary of the principles of Colonial administration, in which those members of the United Nations responsible for the administration of non-self-governing territories recognise obligations to ensure the political, economic, social and educational advancement of the inhabitants; to develop self-government and assist them in the progressive development of their free political institutions, according to local conditions and to the varying stages of advancement; to promote development and research in the economic, social and scientific fields; and other similar objectives which are set out in more detail in the Charter itself. There is also an obligation to transmit regularly to the Secretary-General of the United Nations, for information purposes, certain statistical and other information of a technical nature on economic, social and educational conditions. The implementing of these Chapters of the Charter belongs to a later period, but they record a deeper international concern for the progress and development of peoples administered by the Colonial powers.

PART II
TRANSITION FROM WAR TO PEACE

CHAPTER I

THE COLONIAL OFFICE AND THE CENTRAL SERVICES

(a) Colonial Office and Advisory Bodies

75. In wartime, the Colonial Office planned for many of the problems which peace would inevitably bring. It was clear that a different world would emerge and a new chapter in Colonial relations would open. Colonial needs would be expressed in imperative and urgent terms and Colonial Governments would require better tools, ampler resources, greater knowledge and surer political insight. In the nature of things, the Colonial Office could effect no sharp adjustment from war to peace; but its difficult responsibility would include the rehabilitation of the British territories which the enemy had overrun, the restoration of Colonial peace economies, the demobilisation of the Colonial forces and arrangements for their civil training and reabsorption, the satisfaction of demands for better social standards and greater political responsibility and the participation in new international organisations for security and welfare. In the early years of peace, the territories would be disturbed by feelings stimulated by war, disorder and troubled nationalism, and perhaps international tension, as well as by the influences and energies which the aims of the war had released amongst dependant peoples everywhere.

76. It is against this background that the difficult work since the war ended has in fact been done. In most cases the Colonies have acquired new ideas about political goals and relations between peoples; tens of thousands have enjoyed a variety of experience in and out of their country and feel that rapid social advance must be achieved. War has made many physical changes in their countries. Economic life has become more varied with new crops and industries, new markets and roads, new arrangements to help the farmer and other economic advances. But in many areas food supplies have often been short and in some of them economic conditions have been almost intolerable. Materials, skill and labour required to improve conditions have often been unobtainable. After the strain they themselves suffered in the war, the Colonial administrations have had to readjust economies, adapt institutions and improve social conditions, often in face of the discomfort of peoples whose customs and habits militate against rapid adaptation.

77. It is the task of the Colonial Office to express the liberal spirit which the new conditions require and to work out policy and encourage development in bold and imaginative terms. The new conditions produced by war, the advances of science and the new ideas of freedom and responsibility require a more suitable technique in administration and a new conception of relationship between London and the territories overseas.

78. It is unnecessary to review here in detail the great range of activities for which the Colonial Office is responsible. The Office is concerned with the growth of political responsibility, the development of economic resources, the raising of social standards and the defence and strategic requirements of a large number of territories spread over the globe. To fulfil these functions it has to deal with the appointment, training and maintenance of administrative and technical staffs, with currency, trade and economic arrangements, with credit and

taxation and with land settlement and co-operation. Its special tasks include encouraging production and development, advising on social policy and services, conducting research into agriculture, fisheries, medicine and a great range of other matters, looking after the welfare of Colonials in this country and providing a number of technical services such as geological and topographical surveys.

79. The end of the war did not bring any sudden change in the internal structure of the Colonial Office ; but it naturally led to a gradual reorientation of office activities. Work connected with military operations, war-time trade and shipping controls and with the general organisation of Colonial economies on a war footing declined. Efforts were redirected towards expanding peace-time development activities and towards strengthening economic and social services. For instance, " functional " departments concerned with social and economic development were expanded and rearranged, advisory staff was increased and central technical services were greatly strengthened.

80. This expansion of work in London is not inconsistent with the declared policy of increased devolution of responsibility to Colonial Governments and their peoples. It was freely accepted during the war years that direction from the centre, at least in the essential matters concerning the fighting of the war, was a pre-requisite of victory. Of necessity, a considerable degree of control over the economic life and liberties of Colonial peoples had to be exercised from London. In the stress of war, legislation under Defence Regulations was not regarded as a derogation of the powers of Colonial legislatures. It might be argued that, with the passing of the emergency and the gradual relinquishing of emergency controls, the size and functions of the central organisation should also decline. But such a view ignores the fact that the Colonies in general were, at the beginning of the war, already ripe for a big forward move in political, economic and social development. Progress was necessarily held up to a large extent during the war, with the result that, when it ended, irresistible pressure had accumulated. The effect of the war, too, had been in many places to introduce new ferments into the social system and to awaken new desires. All this has meant that the Colonies now call even more insistently than before the war for advice, guidance and inspiration from London over a wide range of administrative and technical services which they are unable at the present stage of development to provide for themselves and without which the realisation of their hopes would be indefinitely retarded. Staff plans and administrative arrangements in the Colonial Office have had to be adjusted to meet this need.

81. The growing devolution of responsibility to Colonial Governments and peoples does not derogate from His Majesty's Government's continuing responsibility to Parliament for the broad lines of policy pursued. It is the function of the Colonial Office to see that the objectives so declared are pursued, that guidance and direction are given and that technical, financial and other facilities are made available to the Governments in the territories. In relation to His Majesty's Government the Colonial peoples are in a position of special trust. Certain duties cannot be delegated in present conditions either to local legislatures or to regional organisations, nor, in the conditions of the modern world, can all responsibility for social, economic and political change be carried by the man on the spot and his advisers. But the policy must necessarily secure the goodwill and understanding of the peoples concerned and their agreement and co-operation with the administration in the tasks to be done. The Colonial Office must always be careful not to sap the spirit of independence and self-reliance in the territories. It must encourage a real sense of responsibility and a realisation of the onerous duties that such responsibility involves.

82. Early in 1947, the Permanent Under-Secretary of State, Sir George Gater, G.C.M.G., K.C.B., D.S.O., retired after a distinguished career in the public service. He was succeeded by Sir Thomas Lloyd, K.C.M.G. At the same time, a new additional post of Deputy Under-Secretary of State was created and Mr. S. Caine (now Sir Sydney Caine, K.C.M.G.) was appointed to fill it. Subsequently, Sir Charles Jeffries, K.C.M.G., O.B.E., was appointed Joint Deputy Under-Secretary of State on the retirement of Sir Arthur Dawe, K.C.M.G., O.B.E.*

83. The Colonial Office staff† is not all housed in Downing Street, but is scattered in half-a-dozen buildings. An important decision was taken at the end of 1946 to build a new Colonial Office on the present site of the old Westminster Hospital and Stationery Office. As an interim measure, the Colonial Office will shortly be moved from Downing Street and various out-stations to more convenient accommodation in Church House and Sanctuary Buildings, Westminster. It had been apparent for many years that the Downing Street building would never be adequate to house a Colonial Office of the size and scope required by modern conditions, and the dislocation of business caused by the necessity of distributing the closely interlocked departments of the Office over six different buildings made a radical change essential. The severance of the historic connection with Downing Street is regrettable on sentimental grounds, but it will have great practical advantages.

84. It was as early as 1909 that the first important Advisory Committee to the Secretary of State was appointed. Its sphere was medicine and sanitation in tropical Africa. There are now Advisory Committees covering most of the important subjects with which the Colonial Office is concerned. The value of these bodies is undoubted and His Majesty's Government is much indebted to the large number of eminent men and women who place their advice and assistance unreservedly at the disposal of the Secretary of State. Their readiness to apply their specialist knowledge to the peculiar circumstances and conditions prevailing in the Colonial Empire cannot be too highly commended. In most cases advisory committees meet regularly under the chairmanship of the Parliamentary Under-Secretary of State. Current reports and plans for development come under their consideration. They also study special aspects of their subject, such as, in the case of labour, the problem of social security; and, in the case of education, that of Mass Education.

85. It has also been necessary to add to the Secretary of State's expert advisory staff. Several new posts have been created to meet new needs. In October, 1946, Miss F. N. Udell was appointed as Chief Nursing Officer to advise on Colonial Nursing Services and Colonial nursing work generally. Mr. C. E. Rooke, C.M.G., was appointed in December, 1946, Adviser on Colonial Inland Transport. He has unfortunately since had to resign owing to serious illness, and a successor has not yet been appointed. Mr. B. J. Surridge, C.B.E., took up early in 1947 the new post of Adviser on Co-operation. The death of Sir G. Orde Browne has deprived the Colonial Office of an experienced Labour Adviser whose reports on labour conditions have helped greatly in the creation of labour departments and labour legislation. His place has been taken by Mr. E. W. Barltrop, C.B.E., D.S.O. Posts of Woman Assistant Educational Adviser and Woman Assistant Labour Adviser, as well as a post of Social Welfare Adviser were also approved, but only the educational post was filled (by Miss F. H. Gwilliam) by the end of the period under review. While the

* The holders of the senior appointments in the Colonial Office since 1939 are listed in Appendix IV.

† It is of interest to record that on 31st March, 1947, the Colonial Office staff numbered 1168.

development of central technical services for the benefit of the Colonies will be referred to later, it may be mentioned here, as relevant to the expansion of the advisory staff, that in March, 1946, the Directorate of Geodetic and Topographic Surveys was created with Brigadier M. Hotine, C.B.E., as Director and as Surveys Adviser to the Secretary of State, and that Dr. F. Dixey, O.B.E., D.Sc., F.G.S., was appointed in January, 1947, as head of the newly-created Directorate of Colonial Geological Surveys and as the Secretary of State's Geological Adviser.*

86. Plans were also put in train for improving the organisation of the Colonial and Dominions Office Library in order that it might give better service to official staff, to students and research workers and to the public. A new Librarian (Mr. A. B. Mitchell, of St. Andrews University) was appointed to carry out these plans.

87. In the departmental organisation of the Colonial Office itself there have been important additions and rearrangements. The setting up of the United Nations, for example, and the general development of the machinery for international co-operation in specialised fields made it necessary for an International Relations Department to be formed at the end of 1945 to deal in particular with trusteeship questions and to maintain liaison with other Colonial powers. To provide for the expansion of work, the existing Social Services Department was divided, in November, 1946, into two Departments, one to deal primarily with education and social welfare and the other with labour and health, including nutrition. With the setting up of the Colonial Economic and Development Council, the economic organisation of the Office was adapted and expanded. The existing Economic and Finance Division was replaced by two new Divisions set up to deal respectively with trade and communications and with development and finance. A post of statistician has also been created in order to improve the collection and collation of statistical information on the Colonies in the agricultural, economic and other fields—a basic need for the general task of applying to Colonial problems the knowledge and techniques of advanced scientific practice.

88. Staffing difficulties in all grades have been considerable. Recruitment of established civil servants stopped during the war and the temporary staff employed on war work was in many cases insufficient, particularly at the administrative level, to meet the needs of the post-war tasks. Heavy demands have been made on all grades of staff and an appreciation of their generous response in terms of long hours and effort should be placed on record.

89. In the higher administrative branch, the situation has to some extent been relieved by the secondment to the Colonial Office of Colonial Service officers under the system of exchange of staff between the Colonies and the Colonial Office which is of course encouraged as a matter of policy. Throughout the war and since, a considerable number of Colonial Service officers have served in the Colonial Office for varying periods. This element in the staffing of the Colonial Office is of much importance, for it frequently brings to problems fresh and lively experience of work in the field and promotes sound feeling between the two Services. The peace-time practice of sending out all junior administrative officers in the Colonial Office to the Colonies on secondment to gain experience of local conditions had to be discontinued during the war and cannot be resumed until the flow of new recruits to the Home Civil Service has reached more substantial proportions. There has, however, been a great increase in short-term visits to the Colonies by members of the Colonial Office administrative and advisory staff. Air

* A list of present senior staff in the Colonial Office, together with a list of Principal Advisers to the Secretary of State, will be found at Appendix V.

transport has greatly facilitated journeys of this kind and will no doubt lead to still more travelling being done by the Office staff in future. Such visits are invaluable in the personal contacts which they bring about. There have also been a number of transfers of members of the Colonial Office to posts in the Colonies, the most notable being the appointment, in 1946, of Sir Edward Gent, K.C.M.G., D.S.O., O.B.E., M.C., an Assistant Under-Secretary of State, to be Governor and Commander-in-Chief of the Malayan Union. In the same year Sir Gerald Creasy, K.C.M.G., O.B.E., whilst remaining on the Colonial Office establishment, took up the newly created post of Chief Secretary to the West African Council, with headquarters at Accra, in the Gold Coast.

90. There have also been increases in the advisory machinery. Apart from the creation of Colonial Research Committees in Agriculture, Medicine, Economics, and Social Science, there have been established a new Advisory Committee on Co-operation, another on Geology and a Colonial Insecticide Committee. The Advisory Committees on Labour and Social Welfare have been enlarged and arrangements made for their more effective working in the larger spheres which they now embrace. In September, 1946, the Colonial Development and Welfare Advisory Committee and the Colonial Economic Advisory Committee were replaced by a Colonial Economic and Development Council under the Chairmanship of the Rt. Hon. Viscount Portal, P.C., D.S.O. Some account of the Council's work is given in Section (c) of this Chapter.

(b) The Colonial Service

91. The recruitment and training of the higher grades of the Colonial Service is one of the important responsibilities of the Colonial Office. By far the largest number of Colonial civil servants are recruited in the Colonies from amongst local inhabitants; but, to an extent which varies with local conditions, locally recruited staff has to be supplemented, especially in the higher grades, by officers selected in the United Kingdom or in the Dominions or transferred from the service of other Colonies.

92. During the war, only a limited number of essential appointments could be made to the Colonial Service, with the result that, by the end of the war, many Colonial Governments, in order to maintain good administrative and technical services and to carry out post-war plans, needed large reinforcements to relieve the strain on their existing staff and for new developments. When general recruitment in the United Kingdom and in the Dominions was resumed in June, 1945, the total number of vacancies in the higher grades was already over 2,000 and fresh demands have since come in.

93. It was thus apparent that a concerted recruitment drive, both at home and abroad, was needed. Recruitment literature describing the opportunities in the various branches of the Colonial Service and forms of application for available types of posts were distributed on a large scale to the Armed Forces and the Merchant Navy throughout the world. Temporary recruiting centres were set up in Delhi and Cairo. Applications were also invited from civilian candidates. The response was immediate and almost overwhelming. The machinery of selection was scarcely adequate to deal with the candidates offering. By the end of the period under review, however, some 2,800 higher grade appointments for men and women had been filled, covering more than 30 different types of posts and distributed over 33 different Colonial territories. About two-thirds of the appointments were on a normal permanent and pensionable basis; the remainder were temporary. These figures represent some seven years of normal pre-war intake. The task of selecting suitable

candidates was considerable, involving as it did careful enquiry and interview. The Selection Board was carefully chosen and included men of practical experience in Colonial administration. In addition to these higher grade appointments, large numbers of technical and other posts, for which suitable candidates were not available in the Colonies, have been filled in London by the Crown Agents for the Colonies.

94. Men and women secured for the Colonial Service through this large-scale recruiting operation were drawn from a cross section of society with varying types of educational background. Because of the temporary raising of the age limit to compensate for war service, they included a substantial element of older men, many of whom (apart from their experiences in the fighting services) brought with them experience in commerce, industry, local government and other spheres which should enhance the value of their services to Colonial territories.

95. Considerable progress has thus been made in meeting the demand for staff; but much remains to be done, particularly in filling the needs of the Colonies in the specialised branches of the service which require professional qualifications and where competition from other Government and non-Government services is keen. The recruitment drive therefore continues.

96. As was indicated in the Colonial Office paper on the Organisation of the Colonial Service published in 1946*, the problem does not end with recruitment. The large establishments needed by the Colonial Service must be fully equipped for their task; and this means better and broader training. At the same time the structure of the Service must be adapted to modern conditions. During the war, preliminary training was necessarily discontinued except for such services as Agriculture and Forestry, where potential candidates were directed to continue their scientific studies. After general recruitment was re-opened, the pressing needs of the Colonial Service for urgent reinforcements delayed the resumption of more general preliminary training. Meanwhile, a Committee on Post-War Training for the Colonial Service, which sat under the Chairmanship of the Duke of Devonshire, K.G., had made a report†, laying down plans for training for the future. The main proposal of the Committee was that all selected candidates should attend a preliminary course, followed by a period of practical work in the Colonies and completed by a second course at home.

97. As a result, and with the splendid co-operation of the universities, arrangements were started, in October, 1946, under which some 120 probationers for the Colonial Administrative Service, including men from Fiji, Malaya and West Africa, as well as from the Dominions, began their preliminary course, the first half of which is spent at Oxford or Cambridge. They have now moved to London University for the second half of this first section of training. In addition, about 100 officers with some years' experience in various branches of the Colonial Service will assemble this year for their "second" course. This will be the first of the new post-service courses recommended by the Devonshire Committee; it will start simultaneously at Oxford, Cambridge and London, after an introductory Summer School at Oxford. Preliminary training courses have also been resumed, on a limited scale, for various professional branches of the Colonial Service. An attempt has been made to bridge the gulf necessarily fixed by war conditions between men of practical experience in the field and those who are considering Colonial questions at home, by bringing officers on leave into touch with experts in Colonial affairs in this country. Another successful experiment was the inclusion of officers of all grades and services on leave in the United Kingdom in week-end conferences for discussing special problems in

* Col. 197.

† Col. 198.

the modern world. Successful conferences were organised at Oxford in 1946 and at London University in January, 1947.

98. The cost of training selected candidates is normally borne by Colonial Governments; but in order to provide the initial impetus, His Majesty's Government has allocated under the Colonial Development and Welfare Act a sum of £1½ million to assist the Colonies in financing general and technical training schemes for the Colonial Service during the next 10 years.

99. In accordance with the plan of action outlined in the Colonial Office paper on the Organisation of the Colonial Service referred to above, special efforts are being made to provide for the preparation of Colonial people themselves for the higher posts in their own public services. The development of educational services, including universities, in the Colonies is the long term aim and progress towards its achievement is recorded in Chapter III below. But in order to meet the pressing need for helping selected candidates from the Colonies to secure higher qualifications than can at present be obtained in their home territories, a further sum of £1,000,000 has been set aside under the Colonial Development and Welfare Act to finance a 10-year Training Scheme designed to provide scholarships to universities and similar institutions in this country or elsewhere.* The scholarships are open to young men and women from the Colonies, irrespective of race, and are intended to help them to secure the educational or professional qualifications which will enable them to become candidates for appointment to the higher grades of the Colonial Service. Those who eventually succeed in being selected for such appointments will be eligible on equal terms with other selected candidates for the post-selection training referred to in paragraph 96 above.

100. As regards the structure of the Colonial Service, the general principles which it is considered Governments should adopt in regard to salaries, grades and terms of service, were set out for their guidance in the same Colonial Office paper. Amongst the more important of the principles recommended for adoption by Colonial Governments were (a) the abolition, where it exists, of racial discrimination in scales of pay; (b) the payment of expatriation pay, in addition to the basic salary, to officers whose homes are not in the Colonies; (c) the improvement of housing and other amenities; (d) the establishment of machinery for the discussion (on Whitley Council lines) of conditions of service; and (e) the establishment of Public Service Commissions in the Colonies.

101. During the war, cost of living bonuses were introduced in practically all Colonies; but, except in a few West Indian Colonies, salaries were not revised. Since the end of the war comprehensive reviews of salaries have been completed in the four West African Colonies, in Ceylon, in Cyprus, in Fiji, in Gibraltar and in Mauritius; and a partial revision has been undertaken in Palestine. Similar reviews are now in train in the six East and Central African territories and in Malaya, Hong Kong, the Western Pacific Colonies, Malta and British Honduras. When these have been completed, an opportunity will have been provided to adapt to local conditions in the majority of the Colonial dependencies the recommendations set out in the Colonial Office paper.

102. The organisation of the Colonial Service has, since 1930, been based on the principle of "unification"; that is to say, while each Colony has its own public service, the officers in the various branches are considered as members of a Colonial Administrative Service, a Colonial Agricultural Service and so on. Most branches of the Colonial Service had thus been formally constituted as

* In addition to the money provided for this purpose under the Colonial Development and Welfare Act, there is available the generous gift of £30,000 made by the Nuffield Foundation in 1944 for an experimental three-year scheme of Scholarships of a similar kind.

“ unified ” services before the war, but one important gap remained. This was filled by the constitution, in 1945, of a Colonial Engineering Service. At the same time, the responsibility for the recruitment of engineers was transferred from the Crown Agents for the Colonies to the Colonial Office, and an Adviser on Engineering Appointments was added to the Colonial Office staff. Another significant development since the end of the war—the inauguration of central research and technical services covering the Colonial Empire as a whole—is described in some detail in section (d) below.

(c) Central Assistance for Colonial Development and Welfare

103. In the modern world, the central services which the Colonial Office now provides are vitally important for the development of Colonial territories. These services must include both financial and technical assistance so that social and economic progress can be assured. It is in respect of such progress that the Colonial Development and Welfare Acts play an indispensable part.

104. It has been the practice of the Home Government to assist Colonial Governments from time to time with grants-in-aid or special contributions in times of exceptional calamity, and that practice continues to-day. But assistance in Colonial development—apart from *ad hoc* grants or special facilities with loans—dates from the Act of 1929 referred to in Part I of this Report. The most recent Act became law before the war ended and was enacted primarily to make more ample provision than was possible with existing revenues for social services and for assisting in laying the main economic foundations for Colonial development. This Act extended until 31st March, 1956, the power granted to the Secretary of State for the Colonies under the 1940 Act; and at the same time increased the total funds to be made available by Parliament for the 10-year period 1946–1956 to £120,000,000, with the proviso that not more than £17½ millions (of which not more than £1 million should be for research) might be spent in any one year.

105. By increasing the total financial provision, by extending the period during which the monies could be spent and by removing the limitation imposed in the 1940 Act whereby any unexpended part of the annual provision had to be surrendered, the 1945 Act made possible a more comprehensive and planned approach to the development of Colonial resources and the improved welfare of Colonial peoples. The procedure followed was, briefly, that the total funds were allocated between centrally administered schemes, including research (£23½ million); a general reserve (£11 million); and a sum (£85½ million) for immediate apportionment between individual Colonial Governments. The purpose of this threefold division (apart from providing for a general reserve for unforeseen contingencies) was, first, to enable projects which could most economically be carried out centrally and projects which would be of benefit to the Colonial Empire as a whole to be financed centrally; and, secondly, to assist Colonial Governments, by indicating in advance how much they could expect to receive for territorial schemes over the whole period, to prepare comprehensive development and welfare plans. Of the sum of £85½ million allocated to individual Colonies, nearly £55 million was allocated to territories in Africa; £15½ million to the West Indies; £7½ million to the Far East; and £7½ million to the remaining territories. Included in these figures are sums allocated regionally to certain groups of territories—East Africa, Central Africa and the West Indies—for schemes intended to benefit each group as a whole.

106. The principles which should govern the preparation of comprehensive 10-year plans were laid down by the Secretary of State in a circular despatch

of 12th November, 1945.* The fundamental importance of economic development as a basis of social and political progress was stressed. Amongst other things, the despatch advised Colonial Governments that allocations under the Act should be supplemented to the fullest extent possible by whatever sums Colonial Governments could find from their own resources or by raising loans. Actual preparation of the plans in the Colonies, in spite of much knowledge of local needs and earlier preparation, required much fuller detailed investigation, which was sometimes delayed, in most cases by the shortage of technical staff. But work went ahead with all possible speed; and by the end of the period under review plans had been received from most territories and, in 13 cases, approved after much discussion and amendment. All plans from the other territories are either in an advanced stage of preparation in the Colonies or under consideration in the Colonial Office. Summaries of the approved plans are included in the Annual Return of Schemes made under the Colonial Development and Welfare Act during the year ended 31st March, 1947,† which has just been published.

107. A problem which arises in each Colony is to determine what proportion of the local resources and other money available should be devoted to economic development and how much should be devoted to social or welfare development. The division is somewhat blurred but schemes for the latter are heavy consumers of public money, and, although they are not only desirable in themselves but are essential to any sound economic development, they yield dividends slowly and may impose a burden of expenditure on recurrent charges which it is beyond a Colony's capacity to meet. It has therefore been necessary to watch carefully not only the expenditure on these services during the life of the plans, but the increased recurrent commitment which will remain at the end of the 10-year period.

108. In the field of economic development it should be remembered that agriculture is the basis of most Colonial economies. Therefore the main emphasis in the plans must be on the improvement of agricultural practice and animal husbandry and on the opening up of communications. Indeed it is of fundamental importance to all Colonial territories that in the first place provision should be made for roads, railways, ports, and the utilities, which are the framework on which all good social life depends. In nearly all territories, there is room for an expansion of the work of the Agricultural Departments, particularly in respect of extending advisory services to peasant producers and in establishing better systems of husbandry. In certain territories, soil erosion presents a serious problem; and substantial proportions of the agricultural section of the development programmes of Kenya and, to a lesser extent, Tanganyika are devoted to soil conservation. In Kenya alone, soil conservation and the reconditioning of native areas are estimated to cost some £6 million during the next 10 years. Irrigation, drainage, pure water supplies and the development of forests and fisheries are among the major items in development programmes of those territories where they present problems or possibilities.

109. Extensions of communications are an important part of all plans so far approved. Nigeria, for example, in addition to improving water transport and telecommunications, proposes to complete the trunk network of two north-south and four east-west roads, and to build many miles of new and improved secondary and feeder roads. The execution of this programme is well under way and is, in fact, ahead of schedule. A deep-water quay is proposed for Freetown, in Sierra Leone, at an estimated cost of £700,000, and detailed plans are being prepared. In Tanganyika, where communications present special difficulties, over £4 million is earmarked for roads and a further £2 million for railways and ports, exclusive of the needs of the East African groundnut

* Cmd. 6713.

† H. of C. 127.

project referred to in Chapter IV below. The railway development plan includes a new line to the lead deposits at Uruwira.

110. The importance of varying Colonial economics and of raising the standard of living by industrial development and by encouraging new enterprise has had in recent years the close attention of Colonial Governments. But plans of this kind do not figure largely in published programmes since they have not, on policies hitherto followed, called for the direct expenditure of large sums by Government. Nevertheless, much advice has been offered and in many Colonies new industries concerned mainly with the supply of personal and household effects and with the processing of local raw materials have been started. A further reference to this subject is made in Chapter VI below.

111. The sections of the development plans concerned with welfare are mainly devoted to improvements in health and education. Accounts of current progress in these matters are given in Chapter III below ; and it will suffice to say here that the main emphasis in framing health development schemes is laid on the expansion of preventive medical services, in founding rural health centres, in improving water supplies and housing and in rural development and village improvements. As to education plans, considerable prominence is given to the expansion of university and secondary education, of teacher-training and of technical and trade schools to make possible the spread of primary education and the enjoyment of better social standards in future years. Substantial educational grants (in addition to the central provision of £4½ million for universities) have already been made, for example to Nigeria, the Gold Coast and Zanzibar. Of the remaining important central projects, the two training schemes for the Colonial Service have been described earlier in this chapter ; those involving research are listed in the following section.

112. In considering these plans, the Secretary of State has been assisted and advised by the Colonial Economic and Development Council which, as recorded above, was set up in September, 1946. The Council's terms of reference are :—

“To advise the Secretary of State for the Colonies on the framing and subsequent review of plans for economic and social development in the Colonial Empire and on questions of general economic and financial policy.”

Its present membership comprises, in addition to Lord Portal as Chairman, Mr. J. Benstead, C.B.E., Sir Bernard Bourdillon, G.C.M.G., K.B.E., Dr. R. B. Wellesley Cole, Sir Graham Cunningham, K.B.E., Sir William Goodenough, Bt., Dr. W. A. Lewis, Mr. J. McFadyen, J.P., Sir Drummond Shiels, M.C. and Mr. G. Wansbrough.

113. On the development side, a number of the ten-year plans mentioned above had already been approved by the Secretary of State before the Council came into being ; but the Council has had before it the plans of the British Solomon Islands, the Gambia, the Gilbert and Ellice Islands, Jamaica, Mauritius, Nyasaland, St. Helena, and Tanganyika, and has, in advising upon them, brought to bear the full weight of the varied experience and wide knowledge of its members. Its deliberations have, whenever possible, been assisted by the attendance of a senior official of the Colonial Government concerned.

114. The Council has constantly emphasised the need (already referred to above) to secure a correct balance between measures designed to develop the economic resources of the territory concerned (and so to increase its national income) and the provision of improved social services. It has also laid great

stress on the importance of doing everything possible to increase the productivity of peasant agriculture, and has recommended that certain of the plans submitted should be strengthened in this direction. Further, it has urged that due weight should be given to the fostering of industrial development, and has considered the ways in which this might best be done.

115. The practical obstacles in the way of development have engaged the Council's attention, and it has been at pains to ensure that plans are framed with due regard to the limited supply of men and materials, particularly of skilled supervision. In the case of Tanganyika, where the combined demands of the development plan and the groundnut project (referred to in Chapter IV below) seem likely to stretch to the utmost the manpower available, the Council called for a special examination of this problem before recommending approval of the plan.

116. In addition to its preoccupation with ten-year plans, the Council has considered a number of questions of general economic interest to the Colonial Empire, such as the problem of efficient co-ordination of different methods of transport.

(d) Research

117. Much of the work to be done in the Colonial field is made overwhelmingly difficult by ignorance of native society and its institutions, by inability to diagnose the cause of disease in man, plant and beast, and by the dearth of recorded knowledge and experience of the difficult problems which face those who labour to bring a fuller life and responsibility to the Colonial peoples. Research into all these matters is fundamentally important. Many institutions, including the universities and trust bodies, have done magnificent work in this field but it was not until the passing of the Colonial Development and Welfare Act in 1940 that an opportunity was provided for surveying all the research being done and the necessary finance made available to fill the gaps thus disclosed. Since then, with the provision of up to £1,000,000 a year under the 1945 Act, funds have been available to enable a very wide range of schemes to be inaugurated.

118. There are few branches of science which cannot make some contribution to Colonial research ; and a number of advisory committees have been established with the object of obtaining the best scientific advice in the different fields. The Colonial Research Committee, under the Chairmanship of Lord Hailey, advises on the broad lines of policy and the following specialist bodies deal with particular aspects :—

The Colonial Products Research Council, under Lord Hankey, P.C., G.C.B., G.C.M.G., G.C.V.O. (for research into new uses for Colonial products).

The Colonial Medical Research Committee, under Sir Edward Mellanby, K.C.B.

The Colonial Agricultural Research Committee, under Sir John Fryer (covering also Animal Health and Forestry).

The Colonial Social Science Research Council, under Sir Alexander Carr-Saunders.

The Colonial Economic Research Committee, under Sir Arnold Plant.

The Colonial Insecticides Committee, under Sir Ian Heilbron, D.S.O.

The Colonial Research Committee maintains the closest relations with all these

bodies ; indeed, for three of them it provides the Chairman. It also deals with fields of research which do not fall within the purview of one or other of them.

119. One of the points on which these scientific bodies have laid stress is that, if the best scientific workers are to be attracted to work in the Colonial Empire, they must be given terms of service adapted to their special needs. Plans for the institution of a Colonial Research Service, to embrace central establishments of research officers normally employed in the United Kingdom and research establishments in the Colonies, are now being worked out, and it is hoped to bring them to fruition very shortly.

120. In addition, plans are being made in certain areas to set up Regional Research Organisations in Agriculture, Animal Health and Forestry. East Africa was visited early in 1946 by a Commission from the Colonial Agricultural Research Council which put forward a detailed plan for a Regional Research Organisation in East Africa under the ægis of an East African Council for Agriculture, Animal Health and Forestry and an Agricultural Research Organisation. It also recommended the expansion of the existing East African Veterinary Research Institute. Proposals on similar lines are being examined for the West Indies ; and meanwhile certain individual regional research schemes are being centred at the Imperial College in Trinidad with financial support under the Colonial Development and Welfare Acts. Reference to the regional research activities of the Caribbean Commission and of the newly created South Pacific Commission is made in the last Chapter of this Report.

121. As in many other development fields, the war inevitably hampered progress in individual research schemes. Nevertheless, a large number of such schemes have been approved since 1941. Descriptions of these are given in the Annual Reports on Colonial Research which have been published from time to time by the Colonial Office.* The following are amongst the more important objects for which grants under the Colonial Development and Welfare Acts have been provided: research on swamp soils for rice production in Sierra Leone ; hydrographic surveys in Kenya ; pasture research in East Africa ; assistance towards the annual expenditure of the Anti-Locust Research Centre ; the control of tsetse and research into trypanosomiasis in East and West Africa ; oil palm research in Nigeria ; grants to enable an ethnographic survey to be undertaken in Africa by the International African Institute and towards the carrying out of socio-economic research by the Rhodes-Livingstone Institute in Northern Rhodesia ; experiments with D.D.T. and other insecticides in East Africa ; the establishment of a Fishery Research Institute for East Africa at Jinja, in Uganda ; the establishment of an East African Institute of Social Research at Makerere College, Uganda ; assistance towards the establishment of a Central Cotton Research Station in Uganda ; fishery research in Mauritius ; the establishment of a Colonial Microbiological Research Institute in Trinidad ; cocoa research, soil investigations and sugar technology research to be undertaken by the Imperial College of Tropical Agriculture, Trinidad, for the benefit of the West Indian territories ; investigation of scrub typhus in Malaya ; investigation of the incidence of undulant fever in goats in Malta ; the establishment in East and West Africa of institutes for the investigation of yellow fever ; the establishment of an Agricultural Experimental Station in Nyasaland ; and the establishment of a West African Nutrition Field Research Station in the Gambia.

122. Apart from research organised by Governments themselves, research by individual industries is being encouraged. The British Rubber Producers' Research Association, for example, is pursuing fundamental studies into the

* Cmd. 6486 of 1943, Cmd. 6529 and Cmd. 6535 of 1944, Cmd. 6663 of 1945 and Col. 208 and Cmd. 7151 of 1947.

properties of rubber and like materials for the benefit of the rubber producing territories. The Tin Research Institute, an organisation supported on an international basis by the major tin producing industries, is continuing its studies on the properties and uses of tin. The sisal industry of East Africa, with funds to be raised from a newly imposed cess of £1 per ton on exports, is expanding its fundamental and applied studies on sisal.

123. Another very important development (to which reference has already been made) was the setting up of the Directorate of Colonial Geodetic and Topographical Surveys which, during 1946, undertook aerial photographic surveys in West Africa. Similar surveys will shortly be made in East Africa and in the Malayan Union, North Borneo and Sarawak. The aim of the Directorate is to complete, within a period of ten years, the major triangulation of all Colonial territories and the topographical mapping of half their areas, by the use of the latest techniques of air photography and mapping.

124. The need for the development and expansion of geological surveys within the Colonial Empire was recognised by the appointment (already noted) of a Director of Colonial Geological Surveys and Geological Adviser to the Secretary of State. Dr. Dixey will be visiting East Africa and the West Indies this year, and later the Malayan Union, Sarawak and North Borneo, in order to discuss with the Governments concerned the reorganisation, institution or expansion of this important service.

CHAPTER II

POLITICAL AND CONSTITUTIONAL PROGRESS

125. The policy of successive Governments in the United Kingdom has been to promote the advancement of the Colonies to full self-government within the Commonwealth. Their efforts have been directed to building up free political institutions, developing representative and responsible Government and increasingly associating the Colonial peoples with the work of government and the development of their countries. The impact of war served to accelerate political and constitutional development. On the one hand, self-governing institutions in individual Colonies have been advanced through constitutional changes, extended franchise and the fuller association of the people themselves in local and central affairs. On the other hand, new associations of Colonial territories to assist in their political evolution and social development have been formed. The progress made in these two directions naturally varies with the widely differing circumstances and needs of the individual territories and with the stage of constitutional development already attained by each.

(a) The African Territories

126. In Africa the most distinctive developments have been an increase in direct representation of Africans on all Legislative Councils, the creation of unofficial African majorities in Nigeria and the Gold Coast, and the inclusion of Africans on the Executive Councils in West Africa. New constitutions have been introduced in Nigeria and the Gold Coast and steps taken to amend several others. In certain territories regional or provincial councils of Africans have been established to consider legislation, to discuss problems of special concern to Africans and, immediately or eventually, to elect representatives to the Legislative Councils. In local government, municipal organs have been built up in many towns and the system of African local government has been developed both in the towns and rural areas, with increasing control of local services, greater financial responsibility and increasing introduction of the younger

educated men into the system. In addition the central executive machinery of government in a number of territories has been adapted so that the responsibility previously exercised by the Chief Secretary can be shared between a number of Members of the Executive Council. In the field of regional development, machinery has been built up for the co-ordination of policy and action between neighbouring territories, either on a consultative basis, as in West and Central Africa, or with executive as well as consultative functions, as in East Africa.

(i) *Constitutional Developments in Individual Colonies*

127. *Nigeria*.—A new constitution for Nigeria was brought into operation on the 1st January, 1947. Nigeria is a vast country with peoples having a variety of cultures and differing traditions of government. The new arrangements were designed to promote constitutional unity with a strong central government, while retaining a large measure of local autonomy in the principal regions in a manner best suited to the political growth and institutions of the people. With these objects in view the constitution established regional councils to bridge the gulf between the people and the central government; to decentralise powers and to give the Native Administrations a place in the constitutional machine. It enlarged the scope and powers of the Legislative Council to enable it to legislate for Nigeria as a whole after full consultation in the regions.

128. Regional councils were set up for the Northern, Western and Eastern Provinces and were given unofficial and African majorities. The Northern Council consists of two chambers, a House of Chiefs and a House of Assembly. The Western and Eastern Councils have a single chamber only, a House of Assembly. The Regional Councils elect from their own members 18 of the 24 nominated unofficial members of the new Legislative Council, the remaining 6 being appointed by the Governor. They also have important financial and legislative functions, including the consideration of the estimates for the regions and the rendering of advice on legislation before it is introduced into the Legislative Council.

129. The new Legislative Council has an unofficial and African majority. Its first meeting took place on March, 1947, following meetings of the regional councils in January and February. The inauguration of the new Council was an event of great local importance, which brought members from all parts of Nigeria into close contact for the first time. The representatives of all three regions made important contributions to the proceedings. The new constitution will be reviewed after nine years of experience of its working. Meanwhile particular modifications in it can be made from time to time if they are shown to be necessary or if the progress achieved requires a further advance.

130. *Gold Coast*.—The Gold Coast Colony and Ashanti (Legislative Council) Order in Council, 1946, provided for the reconstitution of the Legislative Council to include, for the first time, representatives of Ashanti as well as of the Colony; at the same time an unofficial and African majority was created. The Council now consists of the Governor, as President, six *ex-officio* members, eighteen elected members (nine representing the Colony, four Ashanti and five the Municipalities) and six nominated members. The members for the Colony are elected by the Joint Provincial Councils, first summoned in 1932; those for Ashanti by the Ashanti Confederacy Council; and those for the Municipalities by ballot in the urban areas. The first meeting of the Council in July, 1946, was an occasion for large-scale demonstrations by the Chiefs and the public in favour of the new Constitution.

131. The Protectorate of the Northern Territories is at present represented on the Legislative Council by the Chief Commissioner only ; but a Territorial Council for these Territories, consisting of Chiefs and other representatives of Native Authorities, held its first meeting in November, 1946, and in due course will be asked to select members for the Northern Territories on the Legislative Council.

132. *Sierra Leone* consists of the Colony, embracing Freetown and its neighbourhood, and the Protectorate, covering the rest of the country. In February, 1946, the administration of the Protectorate was reorganised under a Chief Commissioner, with three Provincial Commissioners. In the 13 districts which form the three provinces, District Councils, consisting of two representatives of each of the local chiefdoms, have been established under the presidency of the District Commissioner. An Assembly for the whole Protectorate has also been formed and met for the first time in July, 1946, with the Chief Commissioner as President, 10 official members and 32 unofficial members selected from the provinces. For the time being the functions of both the District Councils and the Protectorate Assembly are advisory only.

133. For Freetown a new municipal Ordinance, providing for a municipal council consisting primarily of elected Africans, was enacted in 1945, but has not yet been brought into force, because of certain local difficulties. It is hoped to bring it into effect during 1947.

134. *The Gambia* also comprises a Colony and a Protectorate. An important development in the Colony was the enactment, in 1946, of the Local Government (Bathurst) Ordinance, providing for a Town Council for Bathurst, with one *ex-officio*, four nominated and fifteen elected members. Elections were held in October, 1946, and the new Council assumed responsibility at the beginning of 1947.

135. In the Protectorate, the responsibilities and powers of the Native Authorities were expanded during 1945 and 1946 and their composition was altered. Among other things Native treasuries were established in 25 out of the 36 districts ; and an annual " district tax " was introduced. The composition of the Native Authorities was expanded to comprise, instead of the District Heads only, the District Head as President and his advisers as members.

136. *Kenya* was the first East African territory to include an African on its Legislative Council. The appointment was made during the war, and, in 1946, during the absence from the Colony of the European representative of African interests on the Council, a second African was appointed as a temporary measure. This second seat was made permanent in 1947. A further development is now foreshadowed. The implementation of the scheme for East African inter-territorial organisation (described in paragraphs 158-160 below) would result in four of the official members leaving the Kenya Legislative Council. It is then proposed that two additional African members should be appointed, thus giving Africans four members at this stage out of a total unofficial membership of 22. Agreement in principle has been given to the establishment of an unofficial majority in the Kenya Legislative Council, should the proposals for inter-territorial organisation be accepted and carried into effect.

137. *Uganda*.—In November, 1945, three African members were added to the Legislative Council of Uganda—the Katikiro (Prime Minister) of Buganda, the Katikiro of Bunyoro and the Secretary-General of Busoga. It is the intention that, while Buganda should always be represented on the Legislative Council, the Agreement States of the Western Provinces and the Native Administration Councils of the Eastern Provinces should be represented in

rotation by their Katikiros and Secretaries-General respectively. The Legislative Council now comprises (in addition to the Governor as President) 9 official and 9 unofficial members (3 Europeans, 3 Africans and 3 Indians).

138. Important changes were made during 1945 in the composition and method of election of the Lukiko, or Parliament, of Buganda. Thirty-one of the 89 members are now unofficials, elected by a system of indirect election based on a suffrage of all males over the age of 21. The voters in each Muruka (village hundred) elect a representative to the Council of the Gombolola (administrative division); Gombolola Councils elect representatives to the Council of the Saza (County); and the Saza Councils in turn elect representatives to the Lukiko. The new element in the Lukiko is working well and its introduction marks a further stage in the liberalising of the old institution.

139. *Tanganyika*.—Two African members were appointed to the Legislative Council of Tanganyika in November, 1945, and a third in June, 1947. The Council now consists of the Governor, as President, 15 official and 13 unofficial members (7 Europeans, 3 Indians and 3 Africans).

140. Important developments took place in Native Administration during 1946. The long discussed project of the Sukuma Federation came into being with the formation, in October, of a federal council for the tribe numbering three-quarters of a million people. The Council will perform the functions of a supreme Native Authority in Sukumaland and, in addition to controlling the amalgamated treasury of the tribe, will deal with matters of policy and local legislation. This political federation is being accompanied by a comprehensive programme for the rehabilitation of the soil of Sukumaland, the reorganisation of agriculture, the development of its natural resources, the expansion of social services and the clearing for resettlement of land infested by tsetse.

141. An event of comparable importance was the inauguration, in 1946, of the Chagga Federation at Moshi, covering over 100,000 people. The Federation will be of great value in promoting the further development of this progressive tribe, which has already shown its capacity for organisation in the development of a valuable coffee industry under the aegis of the Kilimanjaro Native Co-operative Union.

142. *Zanzibar*.—In May, 1946, an African unofficial member was appointed to the Zanzibar Legislative Council, which comprises (under the Presidency of the British Resident) 8 official and 7 unofficial members (3 Arabs, 2 Indians, 1 African and 1 European). A second African is being added. The local civil service has also recently been expanded so as to include a higher grade to which five local Arabs have already been appointed. Plans are being made to develop local government institutions in Zanzibar and Pemba through which the people will be associated with the recently inaugurated social and economic development programme.

143. *Northern Rhodesia*.—When an unofficial majority was created in the Northern Rhodesia Legislative Council during the war, the Secretary of State indicated the intention that African interests in the Council should be represented by Africans as soon as a suitable basis of representation could be built up, starting from the foundation of the recently established African Provincial Councils. During 1946, an African Representative Council was set up for the whole Territory, consisting of the Secretary for Native Affairs as President and 29 members drawn from the various provinces in accordance with their size and importance. Its members are elected by the African Provincial Councils from their own members, except in the case of Barotseland, where they are nominated by the Paramount Chief. The proceedings of the Council are covered by a written constitution and standing rules, which provide

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for at least one session each year. The first session was held in November, 1946, and the meetings of both the central and provincial councils have given evidence of the close interest of Africans in their own social and economic development and also of successful co-operation between the representatives of the native authorities and those of urban organisations.

144. In September, 1946, it was announced that a further constitutional advance would be made in 1948, when the composition of the Legislative Council would be amended to include four representatives of African interests, two of whom would be Africans elected by the African Representative Council.

145. *Nyasaland*.—In Nyasaland, as in Northern Rhodesia, African Provincial Councils, consisting of representatives of the Native Authorities and urban and other interests, were established during the war; and an African Protectorate Council, consisting of members elected by the Provincial Councils, held its first meeting in 1946. As in Northern Rhodesia, the chiefs and private members have co-operated with great success. It is contemplated that, when the changes in the composition of the Legislative Council now being worked out locally are brought into force, African members elected by the Protectorate African Council will be included on the unofficial side.

(ii) *Executive Machinery of Government*

146. Important changes have taken place on the executive side of government in the African Territories. During the war unofficial Africans were brought on to the Executive Councils in West Africa. There are now two African Members of the Executive Council in Nigeria, three in the Gold Coast and two in Sierra Leone.

147. Most of the African Governments have established special machinery in the form of Development Commissions or Authorities to supervise the execution of the development programmes, to secure co-ordination of effort between the different departments of government and to establish priorities in the carrying out of schemes. With the advancing all-round progress of the African Territories, moreover, an evolution in the central executive machinery of government has become necessary. A structure based on the concentration of responsibility for all the principal functions of administration in the hands of a Chief Secretary is proving inadequate for the complex and expanding work of government under modern conditions. This was first recognised some years ago when Financial Secretaries were appointed to deal with financial and economic questions. Since the war the need for a further development of the central machine of government has become apparent, particularly in certain of the East and Central African Territories.

148. In Kenya, proposals for the reorganisation of the administration, which were published in 1945*, have been carried into effect, and the various departments of Government are now organised in groups, each under a separate Member of the Executive Council. The Chief Secretary, in view of the current importance of development, is, by special arrangement, Member for Development and Chairman of the Development and Reconstruction Authority, to which he devotes his whole time; the Financial Secretary is Member for Finance; the Attorney General is concerned with internal order; the Chief Native Commissioner is in charge of African affairs. There is a Member for Agriculture, Animal Husbandry and Natural Resources, and a Member for Health and Local Government. The Deputy Chief Secretary, in addition to dealing with the ordinary business of administration, is Member in charge of the remaining group of departments.

* Kenya Sessional Paper No. 3 of 1945.

149. During 1946 it was agreed that a similar reorganisation should take place in Northern Rhodesia. The Members of the Executive Council responsible for groups of departments, in addition to the Chief Secretary, the Financial Secretary, and the Secretary for Native Affairs, are the Administrative Secretary, the Attorney General and a new Secretary for Economic Development. Proposals for reorganisation on the same lines have recently been approved by the Legislative Council for introduction in Tanganyika.

(iii) *Local Government*

150. Reference has already been made to advances in local government in certain of the African Territories. The encouragement of local political interest and the building up of a system of efficient and democratic local government is a cardinal feature of British policy in Africa. It is now recognised that the political progress of the territories is dependent on the development of responsibility in local government, that without sound local government a democratic political system at the centre is not possible, and that, if social services are to be built up and expanded, there must be efficient organs of local government directly representative of the people to operate and control them.

151. There is no uniform pattern for all the territories. In the rural areas, local government bodies take many forms. In some territories there are large and highly organised Native Administrations, based on tradition, which control hundreds of thousands or even millions of people ; here the problem of local government is to build local institutions in close touch with the people under the Native Administrations. At the other extreme there are areas where the traditional authority of chiefs and councils does not extend beyond a group of villages ; here the problem is to secure efficient units of local government by the fusion or federation of existing bodies. In some areas local government has not been based on traditional institutions ; in Kenya, for example, local Native Councils were established to cover administrative districts ; these are now making rapid progress with the increasing use of election to secure popular representation.

152. Everywhere local government bodies are assuming larger financial responsibility and playing an increasing part in the control of local services such as primary schools, road construction and maintenance, sanitation, etc. Native courts, whether of first instance or of appeal, are playing a major part in the administration of justice throughout the African Territories ; as the system develops, an increasing distinction is drawn between judicial and executive functions. Local civil services are being organised and trained, and in these and on the native administrations themselves younger and better educated men are increasingly making their presence felt. Indirect rule has become more elastic, with the people exercising greater responsibility and the system adjusted to carry new duties and strains. In all the African Territories this evolution is proceeding under the guidance of the district staffs with the spread of education and an awakening consciousness of political responsibility. The basis of sound local government is being laid and the African people are slowly manning the positions of trust in local services and in Government itself.

153. In the urban areas important developments have also taken place. In East Africa there are now Africans on the municipalities of Nairobi and Mombasa and on the township authorities of Dar-es-Salaam, Kampala and elsewhere. African urban councils and welfare societies are playing an important part. Africans are in the majority on the municipal councils of Lagos, Accra, Kumasi, Sekondi-Takoradi and Cape Coast. They form the bulk of the council in Bathurst, as already mentioned, and under the new proposed scheme for Free-town. In these towns important services, including housing, health, sanitation

and roads, are organised by the councils. The past few years have seen these important developments, not evenly throughout the Territories, and consequently much interest has been created in this aspect of political development.

(iv) *Development of Regional Organisations*

154. *West African Council.*—The wartime post of Minister Resident in West Africa was discontinued in 1945 and H.M. Government decided that the important work of a regional character required in the fields of research, communications and economic development, together with many other matters of common interest in West Africa, demanded the establishment of some permanent machinery in which both the West African Governments and the Colonial Office should be associated. The pre-war West African Governors' Conference provided for consultation between the four Governments themselves, but not for co-ordination between the Governments and the Colonial Office. Accordingly in November, 1945, a West African Council was created to associate the Secretary of State with the consultative and co-ordinating arrangements, so that immediate decisions could be taken and differences resolved without delay.

155. The Council includes the Secretary of State as Chairman and the Governors of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It is provided with a permanent Secretariat stationed at Accra in the Gold Coast and a Chief Secretary who is a senior civil servant from the United Kingdom. The first (and present) holder of the post is Sir Gerald Creasy, K.C.M.G., O.B.E., an Assistant Under-Secretary of State from the Colonial Office. He is responsible, in addition to his duties in connection with the Council, for supervising certain common services in West Africa, such as the West African Cocoa Research Institute, the Regional Information Service and West African Fisheries Research. The first meeting of the Council, which was held in Accra in January, 1946, was presided over by Viscount Hall. The second meeting was held in March, 1947, when Mr. Ivor Thomas, M.P., Parliamentary Under-Secretary of State, presided in the absence of the Secretary of State. Many subjects of common interest to the West African territories, such as defence, aviation, research, higher education and food supplies were discussed at these meetings.

156. *Central African Council.*—In October, 1944, it was announced in Parliament that His Majesty's Government had come to the conclusion that the amalgamation of the territories of Southern Rhodesia, Northern Rhodesia and Nyasaland could not be regarded as practicable under existing circumstances, and therefore it was proposed to establish a standing Central African Council in order to secure the closest possible co-ordination of policy and action between the three Governments in all matters of common interest. The Council was established in 1945, and consists of the Governor of Southern Rhodesia as Chairman and four members from each of the three territories, including the Prime Minister of Southern Rhodesia and other Ministers, the Governors and the Chief Secretaries of Northern Rhodesia and Nyasaland and two unofficial members from each of the latter territories. The Council is consultative in character and maintains a permanent secretariat under a Chief Secretary.

157. The Council meets twice a year and has already held four meetings. It has established standing committees to deal with tsetse and trypanosomiasis, civil aviation, the conservation of natural resources, distribution of goods, industrial problems and publication of statistics, African housing, public relations and medical research. Committees have been set up to deal with

European education, finance and currency, and migrant labour. The committee concerned with migrant labour has produced a draft agreement which has now been accepted by the three Governments and by H.M. Government. It is an important step forward in this difficult matter and the agreement will come into force in April, 1948. A Central African Air Transport Authority and a Central African Airways Corporation have also been established under the Council's aegis.

158. *The East African Governors' Conference*, established over twenty years ago, has since developed as a consultative and executive body with wide functions and played a major part in the organisation of East Africa's war effort. Important as this work was, the machinery was not adequate for the situation in East Africa left by the war. New constitutional arrangements were required to put onto a regular and proper footing the operation of the inter-territorial services in the spheres of communications, research and economic development and to associate the public with them. Proposals to this end, which were published in December, 1945,* provided for the establishment of an East African High Commission consisting of the Governors of Kenya, Uganda and Tanganyika; an East African Assembly including representatives of all races and with an unofficial majority; a central Secretariat and Executive; and Advisory Boards representative of the public to be associated in the operation of the main services with the heads of the inter-territorial departments concerned. The services to be covered by the proposed machinery were, in the main, already operated inter-territorially, but in addition it was proposed that the railways and ports services and the customs departments should be amalgamated on an East African basis.

159. As regards the composition of the Assembly on the unofficial side, the proposals suggested equal representation of the three principal racial communities in East Africa. It was made clear that the Secretary of State's special responsibility for the welfare of the inhabitants, and particularly the African inhabitants, would be secured by the usual reserve powers under the constitution. It was also made clear that the proposals were in no sense a step towards political union of the three territories, but were designed for closer economic co-ordination in the progressive development of East Africa.

160. The proposals were offered as a basis for public discussion and formed the subject of wide discussion in the East African Territories. After consultation between the three Governors and the unofficial members of the three Legislative Councils, the proposals were slightly amended so as to provide for a smaller Assembly, while retaining the High Commission and the central Executive associated with Advisory Boards. Some modification in the composition of the Assembly was suggested by adding to the unofficial members drawn from each territory a representative selected by all the unofficial members of the Legislative Council of the territory, thereby emphasising the territorial, as against the racial, aspect of representation. A limitation of the functions of the Assembly was also suggested during an experimental four-year period designed to safeguard the position of the Legislative Councils of Kenya, Uganda and Tanganyika. In particular it was proposed that no additions to the list of subjects falling within the purview of the Assembly should be made during this period without the approval, not only of the Secretary of State and the High Commission, but also of the Legislative Councils of the three territories. The revised proposals, which were published in March, 1947,† have recently been debated by the three Legislative Councils.

* Col. 191.

† Col. 210.

(b) Ceylon

161. The Report of the Commission which visited Ceylon in 1944 under the Chairmanship of Lord Soulbury to examine and report upon proposals for the constitutional reform was published in September 1945.* This was followed, in October, by a White Paper† setting out His Majesty's Government's decisions, effect to which was given in the Ceylon (Constitution) Order in Council, made in May 1946, which will come into effect after a general election later this year.

162. The Donoughmore Constitution afforded to the people of Ceylon valuable training in political affairs. As the situation in Ceylon developed, a new constitution had to be framed, in which State Council and Executive Committee would give place to Parliament and Cabinet. The new Parliament is to consist of two Chambers; a House of Representatives, containing 95 elected and a maximum of 6 nominated Members, and a Senate, containing 15 Members elected by the House of Representatives and 15 nominated by the Governor. The Executive Committee system is to be abandoned in favour of Government by a Cabinet of Ministers responsible to the Ceylon Parliament and under the leadership of a Prime Minister. Thus, in effect, the new Ceylon Parliament will operate very much on lines familiar in this country. A member of the House of Commons staff has been in Ceylon advising on Parliamentary procedure, and the prospective Clerk of the House of Representatives has recently spent some time in the United Kingdom studying British parliamentary methods. The new Constitution will also give Ceylon virtually complete self-government in internal affairs, the Governor acting largely on the advice of the Prime Minister of the day. His Majesty's Government retains control over external relations and defence. The Ceylon Parliament will also have authority, provided it can secure a two-thirds majority, to pass a Bill amending the Constitution, but such a Bill will also be reserved.‡

163. One indication of Ceylon's advanced status was the appointment to London, in 1946, of a representative of the Ceylon Government (Mr. G. C. S. Corea), one of whose first official acts was to attend the second part of the First Session of the General Assembly of the United Nations as an Additional Member, representing Ceylon, on the United Kingdom delegation. Also significant, as indicating Ceylon's enhanced position in the international scene, is the recent appointment to Ceylon of a Commissioner to represent the Government of Australia.

(c) The Far Eastern Territories

164. All the British Colonial territories in the Far East were occupied by the Japanese and thus presented, on their liberation, special difficulties. The returning administrations were faced with the task of restoring law and order and repairing the ravages of over three years of neglect and misrule. Plans were prepared during the war in anticipation of the resumption of British Administration after liberation. Each of the territories concerned had a Planning Unit consisting of officers of the Colonial Service with previous experience in the territory or other experienced administrators. Such units subsequently formed the nucleus of the Civil Affairs Branch of the Military Administration in the territory on its release from enemy occupation. Directives were also prepared designed to ensure that the policies pursued by the Military Administration would, as far as possible, be in line with the longer term policies laid down for the territory concerned.

* Cmd. 6677.

† Cmd. 6690.

‡ On 18th June, 1947, the Secretary of State announced in Parliament that, when certain agreements had been concluded in terms satisfactory to both Governments, immediate steps would be taken to introduce legislation to confer upon Ceylon fully responsible status within the British Commonwealth.

165. If the campaign in South East Asia against the Japanese required an overall authority which could evolve and carry out the broad strategic plan for the destruction of the enemy's power, the problems of peace, both immediate and long-term, called no less insistently for the co-ordination of effort by all administrations concerned. This region comprises territories which, though differing greatly in cultural development and material resources, have common political problems and are alike in suffering not only from the effects of the Japanese occupation, but also from shortages of food, coal and almost every sort of manufactured goods.

166. With the end of the military administration in S.E. Asia, His Majesty's Government created the new civil post of Governor-General. The responsibilities of this post were designed to include the co-ordination of the activities of the Governments not only of the Malayan Union and Singapore but of the British territories in Borneo as well. Alongside Lord Killearn, holding the temporary post of Special Commissioner and charged with the co-ordination of British diplomatic contacts and with the restoration of supplies in S.E. Asia, it was felt that the Governor-General should watch specifically the social and political growth in the whole of the Colonial territories in that area and secure that linking up and balancing of services necessary to efficient government and smooth administration. Mr. Malcolm MacDonald was appointed to this important post and in May 1946 took up his duties. His main headquarters were subsequently established in Singapore. Mr. MacDonald has no direct administrative functions, but can survey the whole field of British policy and ensure that measures of common concern to the territories in his sphere of authority are adequately implemented. As Governor-General, he works in close consultation with the Colonial Governments of the region and also with the Special Commissioner whose sphere extends to the whole of S.E. Asia, and whose supervision of food requirements covers also Hong Kong and Ceylon.

167. *Malaya.*—The re-establishment of British administration in Malaya afforded the opportunity of securing a more unified and efficient form of government in that peninsula. The political organisation which had grown up during a century and a half, consisting on the one hand of the Colony of the Straits Settlements and on the other hand of nine separate Malay States—some of which were Federated and others not—and bound by nine separate treaties to the British Crown, was likely to prove inadequate for future progress because of its lack of integral cohesion. When Malaya had been overrun there was much unfair and ignorant criticism of the administration and it was felt that the defects inherent in the earlier organisation of government should not be repeated when the prospect of a new settlement eventually came in sight. A plan was therefore evolved, after considerable enquiry and study of the problem, for a Malayan Union, a new constitutional entity which would embrace the nine Malay States and also the British Settlements of Penang and Malacca (hitherto part of the Straits Settlements), but from which Singapore, with its special economic problems and its predominantly Chinese population, would, for the time being, be excluded. An integral part of this plan was to be the creation of a Malayan Union citizenship which would foster a sense of common loyalty towards the new Union amongst all peoples, of whatever race, who really belonged to the country.

168. What changes could be brought about depended in the first place on the willingness of the Malay Rulers, as representatives of their States and in Agreement relations with His Majesty's Government, to negotiate for the transfer of jurisdiction in their several States to His Majesty. Such action had to be taken in the interim period of the Military Administration

following the liberation of the peninsula and before the restoration of civil administration. Otherwise, the only alternative to the introduction of the new plan on 1st April, 1946, would have been a return to the old organisation of government with the probable loss of an unique opportunity for reform. Sir Harold MacMichael, who had been entrusted by His Majesty's Government with the task of negotiating the new agreements, left this country in September, 1945, and had completed his work by the end of the year. The new policy, after receiving the approval of Parliament, was duly brought into effect on 1st April, 1946.

169. In formulating the new policy both for Singapore and the Malayan Union, His Majesty's Government's purpose was the limited one of establishing a frame-work. It was intended that the composition of the important organs of government in the two territories should be settled only after full consultation with local opinion. Thus the Governor of Singapore was instructed, immediately upon his arrival in the Colony, to undertake such consultations on the form of the future Legislative Council. He appointed a Committee for this purpose, and later in the year the Committee submitted recommendations for the establishment of a Council on progressive lines, with wide provisions for the election of unofficial members. At the end of the period under review correspondence was still continuing regarding the steps to be taken to bring these recommendations into effect. The intention for the Malayan Union was similar; but, in this case, the problem was complicated from the time of the new agreements with the Rulers by Malay opposition to the form suggested for the Malayan Union and to the terms of the provisions concerning citizenship. The feeling among the Malays was that the agreements made with the Sultans involved too complete a break with the previous system and held the possibility of increasing domination by the other communities in the life of Malaya.

170. His Majesty's Government maintained its adherence to two fundamental principles; first, the establishment of a strong central government which would control all matters of importance to the progress and welfare of the country as a whole; and, secondly, the introduction of a form of common citizenship which would afford political rights to all peoples, irrespective of race, who regarded Malaya as their real home and as the object of their loyalty. Steps were taken, however, to bring the Rulers together once more, and, with them, other Malay leaders, for discussion of what modifications were necessary in the constitution of the new Union which had been brought into being by the April Order in Council. These conferences, while accepting the essential elements in the new constitution, proposed certain alterations in regard to the union of the States and Settlements and urged a form of federation, while establishing a strong central government. They suggested that the previous agreements should be superseded and the Malayan Union converted into a Federation of Malaya. Other suggestions were made in regard to citizenship and substantial agreement was secured with the Malays for His Majesty's Government to offer the whole of the proposals to all other sections of opinion in Malaya for their consideration. A Consultative Committee, consisting mainly of outstanding unofficials from the non-Malay communities, was set up to examine the views expressed by the non-Malay elements. It presented its report in March, 1947. After carefully weighing all points of view (even those not presented to the Committee itself), the Committee has felt able to recommend that the main structure of the proposals reached in the discussions with the Malays should be preserved intact, though it has urged an increase in the size of the proposed Federal Legislative Council and some modification in the provisions for citizenship. The Governor's recommendations have now been submitted and are under consideration by His Majesty's Government.

171. The second problem in Malaya was the restoration of sound administration after three and a half years of neglect and misrule, and of bringing back conditions of order and prosperity. The plans prepared for this event proved of great value and, while certain problems of personnel were difficult, the transfer to full civil administration went smoothly. Following liberation, the Malayan Service was gradually supplemented by many ex-internees from the enemy's camps, most of whom were eager to resume active life. In the year which has since passed, every effort has been made to lay the foundation of social and economic welfare and to restore peace-time conditions on a background of an impoverished and unstable economy, of food shortages, and of much destruction and neglect by the Japanese, in addition to lawlessness and racial discord which had been bred in a country previously an outstanding example of harmonious inter-racial relations. Late in 1945 and early in 1946 there were disturbing Sino-Malay clashes, resulting in bloodshed on both sides. Violent crime, particularly in Singapore, has not yet been eliminated, and industrial intimidation has been practised on a wide scale by certain types of agitator. There have been strikes and disturbances as a result; yet, in spite of the difficulties and set-backs, the general picture is one of mounting, if gradual, recovery. Firm measures are being taken against lawlessness and intimidation.

172. *The British Territories in Borneo* were liberated by the 9th Australian Division between June and September, 1945. The Military Administration was under Australian Command until January, 1946, and thereafter, under South East Asia Command. During this period, the four territories of Sarawak, Brunei, North Borneo and Labuan were organised as a single administrative unit. The work of both the Australian and United Kingdom Military Administrations in the face of considerable difficulties, including, in North Borneo, appalling war damage and devastation, deserves high tribute.

173. *Sarawak and North Borneo.*—Prior to the outbreak of the Japanese war His Majesty's Government's relations with Sarawak were governed by an Agreement of 1888, which placed Sarawak under British Protection and gave the British Government control of Sarawak's foreign relations, and by a supplementary Agreement of 1941, which provided for the appointment of a Resident British Representative in Sarawak whose advice had to be sought and acted upon in all matters of defence and external relations. Thus His Majesty's Government still did not possess the necessary ultimate authority in the internal, as well as the external, policies of the Sarawak Administration commensurate with the responsibility for Sarawak which it was coming, more and more, to bear in the eyes of Parliament and of world opinion. During the war, His Majesty's Government reviewed its relations with both Sarawak and North Borneo. In the case of Sarawak, a fresh Agreement was considered desirable to extend the authority of the British Representative so as to give him an effective voice in all substantial matters of policy and administration, and to accord to His Majesty such jurisdiction as would enable His Majesty's Government to legislate for Sarawak under the Foreign Jurisdiction Act. In the case of North Borneo, the conclusion was that His Majesty's Government should now assume direct responsibility for the administration of the territory.

174. Discussions were accordingly opened with representatives of the Sarawak Government and with the British North Borneo Company. As was announced in Parliament on 19th June, 1946, the discussions with the British North Borneo Company resulted in an agreement for the transfer to the Crown of the Borneo Sovereign Rights and Assets on 15th July, 1946. The object of the Sarawak discussions was to formulate a fresh draft Agreement on the lines

already indicated to be submitted to the Sarawak Councils upon the liberation of the territory. The discussions with the "Provisional Government of Sarawak" made no progress, and, in the autumn of 1945, the Rajah announced that, in consequence of the conclusion of hostilities in the Far East, he had decided to re-assume his powers and prerogatives under the 1941 Constitution, thus terminating the functions of the "Provisional Government." Thereupon, he conducted the discussions with His Majesty's Government himself. He then expressed the view that His Majesty's Government's proposals did not go far enough and that the time had come when, in the interests of the native communities of Sarawak, the territory should become an integral part of His Majesty's Colonial Possessions. As was announced in Parliament on 6th February, 1946, the Rajah was informed that his proposal was acceptable to His Majesty's Government subject to its meeting also with the approval of the Councils after the Rajah's return to the territory.

175. The Rajah resumed his administration from the Military Authorities on 15th April, 1946. Shortly afterwards, by agreement with the Rajah, two Members of Parliament (Lt.-Col. D. Rees-Williams and Capt. L. D. Gammans), visited the territory to ascertain whether the Rajah's proposal for the cession was, broadly speaking, acceptable to the native communities as a whole. The necessary priorities were also provided for Captain Bertram Brooke, the Tuan Muda of Sarawak, and his Advisers to visit Sarawak for the purpose of stating his views on the proposed cession to the peoples and Councils of Sarawak, on condition that he agreed to accept the decision of the Sarawak Councils on the cession issue, a condition which Captain Brooke accepted. The two Members of Parliament reported that, in their view, there was sufficient acquiescent or favourable opinion in the country for the matter to be submitted to the Sarawak State Councils, and strongly recommended that this step should be taken without delay. The Cession Bill was accordingly laid before the Council Negri on 15th May. The Cession Bill was passed by both the Council Negri and the Supreme Council, and the Cession Instrument was executed on 21st May, 1946. Sarawak became a Colony on 1st July, 1946, by an Order of His Majesty in Council, and the new Governor took up his duties in October. The 1941 Constitution has been retained in Sarawak, with only minor changes necessitated by the Act of Cession and a few slight alterations designed to remedy minor defects in the 1941 Constitution Order.

176. In the case of the new Colony of North Borneo, which includes the former Settlement of Labuan, the Governor is at present assisted by an Advisory Council. This is a temporary measure, to continue only until the most appropriate method of associating the people of the Colony with its Government can be determined. The Advisory Council comprises three *ex-officio* members and such other members as the Governor may appoint. At present there are six European and nine non-European appointed members.

177. *Brunei*.—There has been no change in the relations between His Majesty's Government and the protected State of Brunei, which is ruled by a Sultan, assisted by a State Council and with the advice and assistance of a British Resident. The British Resident in Brunei is directly responsible to the Governor-General of Malaya.

178. The foundations of the new governments in Sarawak and North Borneo have been laid and the preliminary work for establishing better social and economic conditions is being done. The main effort of the civil government in each of these territories has naturally been concerned with urgent rehabilitation measures. Nevertheless, much progress has already been made, in spite of

financial stringency, staff difficulties and world shortages of essential materials. The great majority of the inhabitants in the British territories in Borneo are co-operating to the full with the Colonial authorities. The efforts on the part of a small section of Malays in Sarawak to keep alive and foster anti-cession activities have resulted in little distraction from the main purposes of government. The cession of Sarawak has brought with it the loyal support of the great majority of the population.

179. *Hong Kong*.—The British Military Administration was established in Hong Kong on 1st September, 1945, under Admiral Sir Cecil Harcourt as Commander-in-Chief. The Civil Government resumed on 1st May, 1946, when Admiral Harcourt handed over the administration to Sir Mark Young. The military administration and the civil administration under Sir Mark Young which took over from it deserve the highest praise; there is no doubt that their energy, foresight and human understanding contributed in no small degree to the remarkable recovery of Hong Kong from the immediate effects of enemy occupation.

180. The difficulties of administration have been considerable. For instance, since liberation, there has been a great influx of immigrants from South China. It is estimated that there were 700,000 Chinese in Hong Kong when the Colony was liberated and that during 1946 there was an increase of 500,000 or 600,000. This increase has imposed a severe strain on the existing staff and services, but it has not impeded constitutional progress. In consultation with representatives of the people of the Colony, Sir Mark Young carried out a very full enquiry into the question of constitutional advance. As a result a Municipality with a majority of elected members is to be established and unofficial representation in the legislature is to be broadened. Details are still being worked out.

181. Events and developments in China naturally have their repercussions in the Colony. A Political Adviser with experience of China is being appointed to the Hong Kong Service to assist in securing for the Hong Kong Government closer liaison with the British Embassy in China and further and more up-to-date advice on the wider Chinese aspect of Hong Kong's problems. Other important plans have been made for the rehabilitation and development of the Colony.

(d) The West Indian Territories, together with Bahamas and Bermuda

(i) Development of Closer Association.

182. In the West Indian and neighbouring Colonies, considerable advances were made during the war (particularly in Jamaica) in the reform of individual constitutions, in broadening the suffrage and in increasing popular representation. Since the war, the most important issue raised has been that of regional association of the British dependencies in and adjoining the Caribbean Sea. A similar issue of narrower scope has been the union of the Leeward and Windward Islands.

183. In a despatch dated 14th March, 1945, the Secretary of State invited Colonial Legislatures to consider the question of closer association and suggested that they should send delegates to a Conference at which it could be fully discussed. The Governments of Barbados, British Guiana, British Honduras, Jamaica, the Leeward Islands, Trinidad and the Windward Islands have now agreed to do so and a Conference is accordingly to be convened in September, 1947. A despatch on this subject has now been laid before Parliament.* It

* Cmd. 7120.

sets out the various courses which appear to merit consideration, without prescribing at this stage the line along which the political development should go. It is hoped that the Conference will be able to agree, in the light of the experience gained by the appointment of the Comptroller for Development and Welfare and the establishment of a West Indian University College and of other common institutions, on some early steps to association being taken.

184. As regards the Leeward and Windward Islands, recent discussion of the question of closer union derives from the Report of the West India Royal Commission of 1939*, which observed that a practical test of the advantages of federation in the British West Indies could be made by uniting the Leeward and Windward Islands. In a despatch dated 14th March, 1946, the Secretary of State put forward proposals for the closer union of those Islands as a basis for discussion at a Conference of delegates from the Island Legislatures which was convened in St. Kitts in January, 1947. The Conference passed a number of resolutions on matters of constitutional reform, the most important of which was that all the Leeward and Windward Islands should be combined in one federation under a strong central government. These resolutions are now being considered by the Island Legislatures. Thereafter, the considered recommendations of the Governors will be submitted to the Secretary of State.

(ii) *Political and Constitutional Development in individual Colonies*

185. Apart from consideration of these common issues, other important political and constitutional developments have taken place since the war in individual West Indian Colonies. In the main, these developments have broadened the franchise, increased unofficial representation in central legislatures and generally improved the machinery of Government.

186. In the Bahamas, British Guiana, British Honduras and Trinidad, the franchise has been broadened or improved. In the Bahamas, the General Assembly Elections Act, passed in August, 1946, provided for voting at elections to be by secret ballot not only in New Providence, as before, but in all the Out Islands as well. By an Ordinance passed in October, 1945, women in British Guiana of 21 years of age and over were given the same voting rights as men. Property and income qualifications for voting were considerably reduced. The first elections under the extended franchise are to be held this year. The franchise in British Honduras was broadened by an Ordinance of 1945, amending the Electoral Qualifications and Regulations Ordinance of 1935, which made women of the age of 21 years or over eligible to vote. The income and property qualifications for election to membership of the Legislative Council have now been reduced to those required for the ordinary voter, namely, an income of at least \$300 a year or the ownership of real property within the Colony worth \$500 or the payment of rent at the rate of at least \$96 a year. In Trinidad, universal adult suffrage for all persons over 21 years of age was introduced in 1946 and in July of that year the first election of the Legislative Council on that basis was held. After the election, the Governor appointed a woman to be one of the six nominated unofficial members, the Council then having a woman member for the first time in its history.

187. Among the most important of the war-time reforms designed to increase unofficial representation in the Legislatures was the increase in Trinidad in 1941 in the number of elected members from seven to nine and the reduction of official representation. The Trinidad Legislative Council, as at present constituted, is thus a preponderantly unofficial body. It consists of the Governor, as President, 3 official (*ex-officio*) members and 15 unofficial members, of whom 9 are elected.

* Cmd. 6174.

188. In British Guiana, too, the Legislative Council has, since 1943, had a majority of elected members (the numbers being 14 elected, 7 nominated and 3 official members under the Presidency of the Governor) and the Executive Council has had a majority of unofficial members (3 official and 5 nominated unofficials, the latter being all elected members of the Legislative Council). Advisory Committees of the Legislative Council were established in 1943 in relation to Agriculture, Education and Public Works, and recently to Finance also. The Chairman of each Committee is an unofficial member of Executive Council, and membership includes four or five members of the Legislative Council and the Head of the Department concerned.

189. An important step towards increasing the direct responsibility of the elected element of the Legislature in the administration of Government was taken in Barbados with the election of the new House of Assembly in November, 1946. Instead of, as previously, nominating four members of the House of Assembly to sit on his Executive Committee, the Governor called upon the leader of the largest party in the House to submit names. This has been done and these four members have each been given charge of the general policy relating to certain departments of the Government for the purpose of dealing with the affairs of those departments in Executive Committee and in the House of Assembly. The object of this new development is to enable the Executive Committee to become an effective organ of Government, accepting collective responsibility for policy.

190. A Committee of the House of Assembly was appointed in June, 1946, to consider what steps should be taken towards a general extension of the franchise. The Committee has not yet reported. In November, 1946, the Bermuda Workers' Association forwarded to the Secretary of State a petition requesting the appointment of a Royal Commission to investigate and report on the social, economic and political conditions of the Colony. The allegations in the petition called for serious and early attention by those responsible for the conduct of affairs in Bermuda, and the Governor was asked to invite the local Legislature to consider it in the first instance.*

191. Political progress in Jamaica continued during the war and culminated in November, 1944, in a new constitution which gave the Colony a substantial measure of self-government. The constitutional structure now consists of the Governor, who possesses certain reserve powers; a Privy Council; an Executive Council, which is the principal instrument of policy; an upper house, the Legislative Council, consisting of three *ex-officio* members, not more than two official members and not less than ten unofficial members; and a lower house, the House of Representatives, consisting of 32 members elected on the basis of universal adult suffrage. The working of the constitution is being watched with the keenest interest, and experience will determine what changes, if any, should be made in it on the conclusion, in 1949, of the first five-year period.

(e) The Mediterranean Territories

192. *Malta*.—The Colonies in the Mediterranean—Malta, Cyprus and Gibraltar—were for most of the war, in the front line of the fighting. They were thus inevitably preoccupied with the urgent problems of war and with keeping supply routes open. But in Malta plans for the future were not altogether laid aside. In July, 1943, in a statement in Parliament, His Majesty's Government declared "for more than ten years, between 1921 and 1933, the people of Malta enjoyed full legislative and administrative responsibility under the Crown in the conduct of their national affairs, the control of naval and military services and of all matters appertaining to the position of

* The correspondence has since been published as a White Paper (Cmd. 7093).

Malta as an imperial fortress, or otherwise affecting imperial interests or policy, being reserved to the Imperial Government. It is the policy of His Majesty's Government that responsible government in the same sphere should again be granted to Malta after the war." It was understood that a detailed examination of the various constitutional, financial and administrative questions involved must await the end of the war, and that the financial problem, in particular, could not be dealt with until the extent and cost of the plans for reconstruction could be more clearly visualised. Accordingly, in the closing months of the war, a comprehensive survey of the actual and prospective financial position of the Island was undertaken by Sir Wilfrid Woods, on the basis of which His Majesty's Government decided to make Malta a single grant in respect of war damage and reconstruction which would leave her in a position to manage her own finances under the new Constitution. The sum fixed was £20 million which, together with the £10 million grant made during the war and the accumulated interest thereon, brought the total of His Majesty's Government's assistance for the repair of war damage up to £31 million. In addition, it was decided that Malta should be enabled to benefit by the provisions of the Colonial Development and Welfare Acts (from which the possession of responsible government would otherwise have debarred her), and an allocation of £1,500,000 was made from that source. These two decisions (which were, together with the Malta Reconstruction Bill, approved by Parliament at the beginning of 1947) laid open the way for the introduction of responsible government.

193. Meanwhile the Council of Government in Malta had proceeded to convene a National Congress representative of all constituted bodies recognised by Government, which (following the pattern of events that had preceded the previous grant of responsible government in 1921) convoked a National Assembly representative of all different aspects of Maltese opinion. This Assembly sat regularly throughout 1945 and 1946 to consider the form which the new Constitution should take.

194. In January, 1946, Sir Harold MacMichael, G.C.M.G., D.S.O., was appointed by the Secretary of State as Constitutional Commissioner with the following terms of reference:—

"To visit Malta in order to formulate detailed proposals, after consultation with representatives of the Maltese people, on the most appropriate means of implementing the declaration regarding constitutional reform made by the then Secretary of State for the Colonies in the House of Commons on the 7th July, 1943; and to discuss generally any matters, including questions of finance, that have a bearing on the restoration of responsible government."

The Constitutional Commissioner's proposals for the new form of government were embodied in a Report* published in January, 1947, simultaneously with a White Paper† containing a statement of the policy of His Majesty's Government on constitutional reform in Malta.

195. In form, the new Constitution, which it is hoped to bring into force later in 1947, will be based on the model of the 1921 Constitution which, if not ideal, had nevertheless met the difficulty of securing the Island's position as a fortress while ensuring the enjoyment of responsible government in the domestic sphere; and subsequent discussions in the National Assembly have aimed at effecting improvements in detail rather than any alteration of basic structure. The salient feature of the 1921 Constitution was the "dyarchical principle", the Imperial side of the dyarchy preserving complete control over all matters

* Col. 207.

† Cmd. 7014.

of defence, foreign relations, and inter-Imperial trade and communications and the Maltese side, controlling internal affairs.

196. The 1921 Constitution recognised, and the new Constitution will preserve, three areas of government : first, reserved matters, which were entirely outside the sphere of the Maltese Legislature ; secondly, " special " matters (such as religious toleration, official languages and the judiciary), on which the Maltese Government could legislate but not amend the Constitution ; and, thirdly, all other matters, over which the Maltese Legislature maintained control. The most important divergence from the 1921 pattern is that no provision for a Second Chamber will be made in the new Constitution (although it will be open to the Maltese to establish a Second Chamber at a later date should they so wish). The Maltese side of the dyarchy will have control over the police, and judges will be appointed by the Governor in Council, *i.e.* on the advice of the Maltese Ministry. Power will be reserved by the Crown to take such measures as may be necessary to act in time of emergency ; but no general power to amend or revoke the Constitution will be reserved. Thus, while His Majesty's Government will be able to revoke, alter or amend by prerogative the sections of the Constitution dealing with reserved and special matters, amendment or revocation of the other sections by His Majesty's Government will be possible only by Act of Parliament.

197. The political differences which arose in Malta in the summer of 1945 resulted in the resignation of the Council of Government. A General Election followed, in which, however, all parties except the Labour Party refrained from participating. One Independent member was elected, alongside eight members of the Labour Party, thus giving that Party an overwhelming elected majority in the Council of Government. This situation continued until the autumn of 1946, when an increase in dockyard discharges led to the resignation of the Labour Party members. The Council now contains only the one Independent member, apart from its official and nominated membership. This arrangement, though unsatisfactory, has perforce continued pending the introduction of the new constitution.

198. *Cyprus*.—The disturbances in Cyprus in 1931 led to the suspension of the Constitution, the imposition of certain restrictions on archiepiscopal elections and the deportation of certain political figures. Since the war, His Majesty's Government has worked for the restoration of a liberal political and constitutional regime within the framework of the British Commonwealth, and to enlist the active co-operation of Cypriots, in the carrying out of the ten-year programme of development (made public in 1946) which is being financed in part from United Kingdom funds provided under the Colonial Development and Welfare Act. The Plan includes a number of schemes in relation to which grants had already been made at various times since 1941.

199. This policy was the subject of a statement in the House of Commons on 23rd October, 1946. The political exiles have been allowed to return. The 1937 laws relating to archiepiscopal elections were repealed, with the result that the Greek Orthodox Christian community has proceeded according to tradition with the necessary steps for filling the vacant See. As regards the constitution, His Majesty's Government has in mind the setting up of a Consultative Assembly, drawn from representative elements in the Island, with whom to consider the framing of a new constitution. Already some developments in local government have taken place.

200. The end of the war has been followed by some recrudescence of the campaign among the Greek-speaking element of the population in favour of " Enosis ", or union with Greece, and early this year a delegation organised by the Ethnarchic (Church) Council and headed by the Bishop of Paphos, *locum tenens* of the vacant Archbishopric, visited this country to make representations

in favour of that policy. The delegation were informed that, as had already been stated in the House of Commons, no change was contemplated in the status of Cyprus within the British Commonwealth, and that His Majesty's Government looked to the people of Cyprus to co-operate in the liberalisation of the constitution and in the execution of the wide-reaching plans for the social and economic development of the Island.

201. *Gibraltar*.—The post-war situation in Gibraltar has been dominated by the fact (noted in Part I of this Report) that almost the whole of the civil population was evacuated in 1940. Although by the end of 1945 over 12,000 of the 16,700 evacuated had been repatriated, the difficulty of providing accommodation (already becoming acute before the war owing to the influx of Gibraltarians who had previously lived in Spain) has seriously delayed the return of the remainder. The attention of the Administration has thus naturally been focussed on the immediate and urgent problems of resettlement and rehousing.

202. The present Constitution of Gibraltar is that of a Crown Colony, with executive and legislative authority reposing in the Governor, who is assisted by an Executive Council composed of four *ex-officio* members and not more than three unofficial nominated members. Towards the end of the war proposals for the establishment of an Advisory Council were discussed with the representative bodies in the Colony (the Chamber of Commerce, the Exchange and Commercial Library, the Transport and General Workers' Union and the Association for the Advancement of Civil Rights) but were not proceeded with in view of their desire for a Legislative Council. The establishment of a Legislative Council was approved in principle in November, 1945. The necessary preliminaries have been put in hand, but it is not intended to bring the Council into being while a large number of Gibraltarians remain outside the Colony. In view of the special position of Gibraltar as a fortress, an official majority on the Legislative Council over non-official members nominated and elected will undoubtedly be essential, though the composition of the Council within this limitation will be a matter for consideration and consultation with the representative bodies. This question is still under examination.

203. The City Council, which controls municipal affairs (public health measures, public utility services, etc., though not hospitals, education or administration of the port), was given an unofficial majority at its first election after the war, which took place in July, 1945. The Chief Medical Officer and the Director of Education are *ex-officio* members, four councillors are appointed by the Governor, and seven councillors are elected on a basis of adult male suffrage.

(f) The Western Pacific Territories

204. The British Territories in the South-West Pacific suffered heavily from hostile invasion. Some of them were, for over three years from the beginning of 1942, under Japanese occupation. Thus many different administrative problems had to be tackled as soon as the liberation of these Islands was effected, and immediate attention devoted to rehabilitation measures and to the repair of war damage.

205. *Fiji* was not overrun. Since the war the machinery of administration has been in process of reorganisation with a view to ensuring that Administrative Officers can concentrate on essentially administrative work and be relieved of magisterial functions. Such functions, in conditions of to-day, should be carried out by professional magistrates. To this end, the war-time experiment of amalgamating Districts under a District Commissioner has been extended and the establishment of magistrates has been increased.

206. Early this year the constitution of Fiji was amended in several important respects. The changes introduced included abolition of the Governor's power of veto, extension of the franchise to civil servants and bringing the qualifications required for Indian voters into line with those required for European voters.

207. *British Solomon Islands*.—The ravages of war and the oppression of Japanese rule fell heavily on the Solomon Islands Protectorate. Nevertheless, opportunity has been found since liberation to introduce legislation to give effect to proposals for the establishment of Native Councils and Native Council Treasuries. The Council system will be constructed upon the old framework of the Headmen's administration. About 70 such Councils are envisaged covering some four-fifths of the Protectorate's population. These, provided with treasuries, will be empowered to collect the Native Tax and various other fines and fees. They will spend money on the salaries of the village headmen, on the maintenance of roads and on other minor local development schemes. The Advisory Council, reconstituted after four years in abeyance, had its first post-war session at Honiara, the new Capital, at the end of October, 1945.

208. *Gilbert and Ellice Islands*.—Since liberation, Ocean Island, where the Phosphate Commission recommenced operations in early 1946, has been abandoned as the capital of the Gilbert and Ellice Islands Colony. The new capital will be at Abemema, in the Gilbert Group, where preliminary work on the site is now being carried out. In December, 1945, the Banaban population were conveyed to Rabi Island (in the Fiji group) which is to be their permanent home.

(g) The Middle Eastern Territories

209. *Transjordan*.—The most notable event concerning Transjordan was, of course, the signature of a Treaty between His Majesty and His Highness the Amir of Transjordan in March, 1946*, which terminated the British Mandatory regime and inaugurated the sovereign independent state of Transjordan. His Majesty's Government had given an assurance in the war that independence would be granted to Transjordan after the war and the intention of His Majesty's Government was announced to the First Assembly of the United Nations and subsequently endorsed. The desire of His Majesty's Government and of the Transjordan Government is that close alliance will perpetuate the ties of friendship which exist between the two countries.

210. *Aden*.—In Aden an important constitutional step was taken with the inauguration, in December, 1946, of a Legislative Council with functions covering the whole Colony. The Council consists of the Governor as President, four *ex-officio* members, four official members and eight non-official members. The people, represented by the eight non-official members appointed from among the various communities and commercial interests, are now more closely associated with the Government in discussions of matters concerning the administration and development of the Colony.

211. *Palestine* is a Mandated Territory and stands in a category different from that of all the other territories administered under the Secretary of State for the Colonies. The failure to secure constitutional advance during the war and the subsequent removal of the local political issue to the wider field of international negotiation have been recorded elsewhere and need not be discussed in this Report. Administrative progress has, however, taken place in the country, although the day-to-day work of the Administration has obviously been seriously impeded, particularly in the last two years, by the conditions created by political strife. There has been a fair degree of economic prosperity, through the revival of external trade, particularly the citrus trade,

* Cmd. 6916

consequent upon the freeing of the Mediterranean, and through the maintenance of a considerable amount of local industrial activity which had been stimulated by war needs. Considerable advances have also been made in the sphere of agriculture and the material prosperity of the country is to-day high.

(h) Other Territories

212. *Mauritius*.—Apart from having suffered certain privations, particularly in reduced shipments of rice and other essential imports, Mauritius and the Seychelles were remote from the physical impact of war. In Mauritius, new constitutional proposals which had matured over a period of years, were presented to the Legislative Council in October, 1946. Discussions have since then been continuing in the Island and the final report of the Governor is now awaited. The proposals envisage a Legislative Council consisting of the Governor, as President, and 39 members (three *ex-officio* members, five nominated official members, twelve nominated unofficial members, and nineteen elected members). The nineteen elected members would represent five electoral districts into which the Colony would be divided, would have to be qualified electors and would also have to be able to speak and read English sufficiently well to take an active part in Council proceedings. The Council would have a life of five years and the Governor would have the usual reserved powers.

213. *Seychelles*.—During the war, the Secretary of State approved the introduction in Seychelles, as soon as possible after the end of the war, of the elective principle in respect of up to three of the six unofficial seats in the Legislature. It was found that, in order to give effect to this intention, the existing Constitutional instruments required extensive amendment, and this has taken time ; but it is hoped that it will shortly be possible for the necessary amendments to be completed so that discussion on the detailed changes contemplated can take place in the Legislative Council, prior to the introduction of the elective principle.

214. In the other island dependencies of the Empire—St. Helena and the Falkland Islands—there have been no constitutional or political developments in the period under review.

CHAPTER III

SOCIAL PROGRESS

215. Effective progress in political institutions and in the exercise of responsibility depends on improved standards of social life and in particular on adequate facilities for education and good health. Amongst all Colonial peoples there is an awakening to the advantages of literacy and knowledge, to the value of physical well-being and to the inter-relationship between these and greater economic efficiency. In the conditions of most territories overseas in the earlier years of British administration, Governments did not have the resources to carry social services beyond comparatively elementary stages. Their first concern, in the African Colonies at any rate, was with the construction of roads, the establishment of order and the spread of justice.

216. Much service has been rendered in the field of Colonial education and health by mission effort and it was perhaps inevitable that, in the earlier years, Colonial Governments should apply such limited resources as were available to assisting the missions by grants rather than to undertaking comprehensive social programmes of their own. Colonial Governments have, however, steadily realised that primary responsibility for the basic services required for

health and development must rest with themselves and that co-operation with voluntary societies already operating in these fields, though valuable so far as it goes, may not go far enough.

217. Recent years have, therefore, seen considerable improvement in the standards of living in most Colonial territories and further advance has become possible as the economic life of the territories has improved and as funds from Imperial sources have been made available. There is still, unfortunately, poverty and squalor, disease and malnutrition, ignorance and illiteracy, which have been the subject of much research and of many reports. Improvement in these conditions depends on a broad attack in many fields and also on the availability of trained workers and of money.

218. Social progress cannot proceed at the same pace in all territories, since in each region, indeed in each Colony, the standards which have so far been attained are varied, the heritage from the past is different, and the contacts with other cultures and civilisations, as well as the geographical and economic factors, are also different. The social background of the Colonies was the subject of much public attention as a result of a series of reports dealing with conditions in the West Indian and other Colonies which were prepared in the years before the outbreak of the recent war. The Colonial Development Act of 1929 had not been directly concerned with the planning of social services, although provision could be, and indeed was, made for medical and health programmes of a developmental character. Social services could not, however, develop rapidly where Governments had not the means for improving them. It should also be remembered that since the British Empire in Africa was built up there have been two world wars, with their severe repercussions, and, in addition, an acute period of slump between these wars. The report of the West India Royal Commission which visited the Caribbean area in 1938 and 1939 disclosed a grave condition of social distress and the report on Nutrition in the Colonial Empire published in 1939 showed how great was the need for improvement in that direction. The disturbances in a number of territories before the war revealed the intense dissatisfaction felt with the rate of progress in improving the standards of life of the people concerned.

219. Today new factors operate to encourage a more vigorous approach by Governments to the problems of social development. The important institutions and services contributing to the welfare and better social life of the people need comprehensive reinforcement. There is today an increasing demand among the Colonial peoples for expanded services in education and health, and, at the same time, there is in this country a more highly developed realisation of the need for these improvements. A broader conception of the functions of government has also come to be accepted. Meanwhile, the establishment of international organisations has given rise to a closer examination and criticism of Colonial administration. These factors tend to stimulate activity by the Colonial Governments and everywhere important changes are being made.

(a) Education

220. One of the most wide-spread and insistent demands in the Colonies has been for education; and the emergence of an educated class in many Colonies shows that Colonial Governments have been conscious of their responsibility in this matter. But, in spite of the toil and devotion of the missionary bodies, to whose efforts much of the educational progress in Africa and other Colonies has been due, and in spite of the co-operation between Governments and unofficial agencies, missionary and other, in the work of planning and supervision, educational development has been limited by difficulties of staff and finance.

221. *Primary Education.*—The expansion of primary education is not as rapid as could be desired, nor does it always follow the directions which are thought most suitable. In most territories, the crux of the problem is the shortage of qualified teachers, a shortage which is due both to the lack of adequate training facilities and to the lack of finance available for the payment of teachers' salaries. The shortage of training facilities is being tackled in the new educational development plans submitted by individual Colonies; large numbers of new training centres are to be established with assistance under the Colonial Development and Welfare Acts. It remains true, however, that none of the larger Colonies is able at present to contemplate a scheme of universal primary education staffed throughout with trained teachers, since the burden of the teachers' salaries would be far beyond the present capacity of the Colony to bear.

222. As regards the type of primary education offered, the difficulty has to be faced that education is regarded by many as a means of escape from agriculture to town life. In all Colonies there is great need for an educated rural community, and a great part of the effort of educationists is designed to provide an educational system which, while giving opportunity for those of an academic type to proceed to secondary and university education, gives the majority an education fitted to produce useful and happy citizens of a rural community. For various reasons, however, the agriculture and handicrafts in these rural schools are often ineffective in retaining the interest of the pupils in rural activities, and the tendency to drift to the towns persists.

223. Nevertheless, primary education is spreading, and will spread faster and more effectively as the newly-trained teachers emerge from the training centres that are now being established. Primary schools are of various types and grades. In many Colonies, notably in Africa, there are the so-called bush schools, often begun by isolated teachers or missions in response to a popular demand. The fact that many of these schools are staffed by unqualified or partly-trained teachers, and are ill-housed and ill-equipped, must not detract from the value of the work they do. They have long played an important part in providing rudimentary education; and the system employed in Uganda for some years past of progressively selecting the most promising of these schools for improvement by financial grants and teacher training facilities is now being followed in some other African territories. The development plan of Tanganyika Territory provides for 150 new primary schools a year for ten years, many of which no doubt will have originally been bush schools. As a result of this development, the enrolment of children in primary schools in Tanganyika is to be raised from 100,000 to 250,000. These figures do not include the children attending bush schools still awaiting improvement, which, though precise figures are not available, probably contain in many Colonies twice as many pupils as the Government and the assisted schools. In making plans for mass education, the foundation of these bush schools must not be neglected. Then there are in most Colonies the assisted schools, supervised by Government education officers and working according to schemes laid down by the education department in consultation with missionary and other educationists. The assisted schools may be provided by missions or churches, by private individuals, or by other agencies. The mission schools are supplemented by a greater or smaller number of Government primary schools, and nowadays increasingly by native authority schools. As local government institutions develop, local education committees are becoming more important agencies of education.

224. While compulsory primary education is the aim, the lack of qualified teachers and of the funds with which to pay them renders it impossible in all but a few Colonies to make rapid progress towards it, though it has existed in Ceylon for many years past. Compulsory education exists in Bermuda and some West Indian Colonies, and primary education is all but universal in Gibraltar and in Malta, where it is estimated that four-fifths of the children of primary school age are attending school. In some Colonies where circumstances do not yet permit the introduction of universal compulsory free primary education there is a system of partial compulsion where facilities are available: thus in Kenya there is compulsory (but not free) education for all Indian and European children in certain urban areas, and in Mauritius compulsion is being applied in every area where school facilities are adequate. Various expedients are being tried to make the most effective use of the limited supplies of trained teachers which are likely to be available, notably the development of a system of properly organised pupil teachers to supplement the trained teachers.

225. *Teacher Training.*—Primary education is indissolubly linked with secondary education and with teacher training, and the development plans in many Colonies take account of this. The development of primary education depends on the training of teachers, but the training of teachers in turn depends on the entry into the training centres of a sufficient number of adequately prepared students from the primary and secondary schools. For this reason, a common feature of the development plans is the concentration on a nucleus of secondary schools and teacher training centres, with the double object of staffing the primary schools and of feeding the higher colleges. In the Nigerian development plan, 31 new Government secondary schools and teacher training centres are planned, and 9 existing establishments are to be extended; while 56 establishments run by voluntary services are to be extended. These proposals are intended to produce at the end of ten years an annual increase of 1,530 pupils of school certificate standard, 100 up to intermediate standard, 50 secondary school teachers of a post-intermediate standard, and 2,350 with the qualification of a primary teacher training certificate. These increased facilities will call for an increase of 400 temporarily employed European staff, to be replaced ultimately by Africans who are to be trained in Britain or elsewhere for the purpose. New teacher training colleges have been opened in Fiji, Mauritius, Barbados and Seychelles. The estimated enrolment for the Fiji college was 180, but so great was the demand for places that the college admitted 237 students; it is gratifying to note that Indian and Fijian students are almost equal in numbers. In Trinidad, there is now an establishment consisting of a teacher training centre and a farm institute, run by the education and the agricultural departments in co-operation. Secondary education is being reorganised in Jamaica and a beginning has been made with secondary education in St. Helena. Facilities have been provided in Zanzibar for training Moslem teachers and, by arrangement between the Governments of Zanzibar and Kenya, the establishment serves the need of Moslems from Kenya also.

226. *Secondary Education.*—The secondary school is the key to further educational development. By secondary school is meant not only the secondary grammar school, but the secondary school in its wider sense, whether grammar, modern, or technical. Much depends on the success which can be obtained in creating a much wider system of true secondary education, a system which will produce pupils competent and reliable, whether to proceed to further education, or to pass into industry and the many services which young people with such education can enter in the developing life of the territories. Secondary schools in the Colonies must educate their pupils for citizenship. In secondary education, and in the training of teachers, as in

primary education, there is co-operation between the Governments and the churches; and the development plans of the Colonies are based on a continuance of this co-operation. Relations between Colonial Governments and the missions, particularly the medical missions in Africa, have been the subject of considerable discussion recently, that as a result of which it is hoped that the co-operation which already exists will be further strengthened.

227. *Higher Education.*—In the sphere of higher education striking progress has been made. As recorded in Part I, two Commissions were appointed in 1943. One, under the chairmanship of Sir Cyril Asquith, had the following terms of reference :—

“ To consider the principles which should guide the promotion of higher education, learning and research and the development of universities in the Colonies; and to explore means whereby universities and other appropriate bodies in the United Kingdom may be able to co-operate with institutions of higher education in the Colonies in order to give effect to these principles.”

The second Commission, under the Chairmanship of the Right Hon. Walter Elliot, M.P., was asked :—

“ To report on the organisation and facilities of the existing centres of higher education in British West Africa, and to make recommendations regarding future university development in that area.”

228. The reports of these two Commissions, together with the report of a Committee of the Asquith Commission which, under the Chairmanship of Sir James Irvine, C.B.E., investigated the needs of higher education in the West Indies, were published simultaneously in June, 1945.* These reports have laid down the strategy for advances in higher education throughout the Colonial Empire and action has already been taken on many of their detailed recommendations. Two central bodies have been established, in accordance with proposals made by the Asquith Commission, to assist in the detailed working out of the broad plan. These are the Inter-University Council for Higher Education in the Colonies, and the Colonial University Grants Advisory Committee, under the respective Chairmanships of Sir James Irvine, C.B.E., Vice-Chancellor of St. Andrews University, and of Sir Hector Hetherington, Vice-Chancellor of Glasgow University.

229. The Inter-University Council is a non-governmental body created by the universities in the United Kingdom and the Colonies, each of which has elected one member. This representative organ of the British universities held its first meeting in March, 1946; its purpose is to organise the various forms of academic assistance and co-operation which the existing universities can give in the development of higher education in the Colonies, and already in its first year the Council has done much valuable work in such activities as the recruiting and seconding of staff for Colonial colleges, co-ordination of conditions of service of staff, advising on new constitutions for colleges, recognition of local diplomas, and reorganisation of syllabuses. The Council has sent delegations to visit East Africa, West Africa, Malta, and the West Indies, and one of its main tasks will be to arrange for annual visits to each of the Colonial colleges by academic specialists.

* Cmd. 6647, 6654 and 6655.

230. The Colonial University Grants Advisory Committee is a smaller body with similar academic representation. The following are its terms of reference :—

“ The function of the Committee will be to advise the Secretary of State for the Colonies on all matters which he may refer to it relating to the expenditure of United Kingdom funds for the development of higher education in the Colonies. It is expected that in advising on these matters, the Committee will take into account the funds available for Colonial higher education from sources other than the United Kingdom Government. On the academic aspects of the proposals which are referred to it, the Committee will be guided by the opinion of the Inter-University Council for Higher Education in the Colonies.”

The sum of £4,500,000 has been allocated under the Colonial Development and Welfare Act for higher education.

231. The general plan for the development of university education in the Colonies provides for the creation of university colleges giving courses for the degrees of the University of London. The University of London has arranged for the admission of these colleges into a special relationship which will associate the academic staff of the colleges with the framing of the syllabuses and with the examining, so that the courses can be modified to meet the special opportunities and needs of each area while maintaining in full the standards of the London degrees. It is intended that these university colleges should later become full universities granting their own degrees.

232. In East Africa, the existing inter-territorial institution, Makerere College, will be developed into a university college. In West Africa, two university colleges will be established, one located in Nigeria, to serve West Africa generally and one in the Gold Coast, primarily at the cost of the local Government. Dr. Kenneth Mellanby, O.B.E., formerly Reader in Entomology at the London School of Hygiene and Tropical Medicine, has already been appointed Principal of the college in Nigeria. It is also proposed to set up three regional colleges, one in Nigeria, one in the Gold Coast and one in Sierra Leone; they will provide higher education of a vocational nature (which will be complete in itself) and be centres of adult education, but the studies will not normally lead on to degree courses. In the West Indies, a university college is to be set up near Kingston, in Jamaica, with Dr. T. W. J. Taylor, C.B.E., Fellow of Brasenose College, Oxford, as Principal; during the war Dr. Taylor was Secretary to the British Central Scientific Office in Washington and later Scientific Adviser to the South East Asia Command. As a result of two visits by missions from the University of London, the Medical School which is to be part of the university college will be established in Jamaica from the outset, instead of being temporarily sited in Trinidad, as proposed by the Irvine Committee. In Malaya, a university college is to be established, of which Raffles College and the King Edward VII College of Medicine will form part. Dr. G. V. Allen, C.B.E., formerly Principal of the College of Medicine, Singapore, is to be the Principal. A Commission under the Chairmanship of Sir Alexander Carr Saunders has been appointed to advise on detailed plans for this. A committee representative of the universities in this country and of local interests was appointed in 1946 to advise on the future of the Hong Kong University. The recommendations of this Committee are receiving most careful examination by His Majesty's Government.

233. *Technical Education.*—The economic development of the Colonies, on which an improved standard of living for their inhabitants must ultimately depend, will be impossible without a great increase in the output of trained technicians of all grades. The need for equipping ex-servicemen with vocational training prior to their return to civil life has stimulated progress in this direction.

For example, in Uganda four new Trade Training Centres, each capable of training 200 ex-soldiers, have been opened by the Civil Absorption and Rehabilitation Department; in Kenya during 1946 hundreds of men received training as mechanics, carpenters, tailors, tinsmiths, cabinet makers, shoemakers, fitters, painters and sign-writers, turners, blacksmiths, electricians, masons, spinners and weavers, and in some Colonies ex-servicemen are being trained for medical and health work; further reference to this training is made in the medical section of this Chapter. Development plans envisage further expansion both in the number of students and in the range of subjects taught. Thus, the Nigerian development plan aims at training high grade artisans in well-equipped trade centres, at giving these artisans further theoretical training in technical institutes and at providing handicraft centres for school children. Three trade centres are proposed; the apprentices in these centres will be required to submit to industrial conditions of work. Tradesmen leaving the centres will be available for employment in private enterprise and in Government departments. The trades taught will be the building trades, mechanical, motor and electrical engineering, sheet metal work, smithing, plumbing and welding. In East Africa, the whole question of technical training is being investigated by a commission appointed from this country. New appointments for technical training have been made not only in Nigeria but in Ceylon (where professors of civil and mechanical engineering have been appointed at the Ceylon Technical College), Malaya, Palestine and British Guiana; while the staff of the Comptroller in the West Indies has been strengthened by the appointment of an adviser on technical education.

234. *Scholarships*.—If Colonial students are to take full advantage of the increased facilities for higher education in the Colonies, or, where necessary, to study at universities in the United Kingdom or other overseas countries, there will be need for the provision of scholarships on a substantial scale. This requirement is being met in various ways. The sum of £1,000,000 has been set aside out of the allocations for central schemes under the Colonial Development and Welfare Act to provide scholarships to cover the training of candidates for the higher grades of the public service. This scheme is an expansion of a scheme which was established through the generosity of the Nuffield Foundation.† It is hoped to award about 100 such scholarships annually over a period of years. Colonial Governments have been asked, in deciding upon their recommendations, to ensure that the needs of all branches of the public service are taken into consideration. In addition to the £1,000,000 scheme, scholarships to universities and other institutions in the United Kingdom are granted by the British Council for cultural studies, while in many Colonies new scholarship schemes form part of the general development plans. The arrangements for looking after the welfare of students from the Colonies while they are in this country are described in the section of this Chapter which deals with social welfare.

235. *Mass Education*.—The importance of adult education, and of mass education in general, is being increasingly recognised. The report of the Committee on Mass Education in African Society* is accepted, not only in this country but abroad, as an important landmark in the development of educational policy. At the recent conference of U.N.E.S.C.O., at which it was resolved that a world-wide attack should be launched on illiteracy, the policy suggested in the report received general approval. The report, however, was issued in the middle of the war, at a time when under-staffed Governments could do little to carry out its recommendations. During the last year, the Secretary of State's Advisory Committee has reconsidered the problems of mass education in the light of the original report, of the comments made upon it by workers in the Colonies and of the experiments already taking place. A supplementary

* Col. 186.

† See footnote on p. 26.

report has been sent to Colonial Governments, urging them to take steps to speed up the development of mass education. Some Governments, notably those of Nyasaland and Nigeria, have already appointed mass education officers and others are actively considering their policy.

236. Mass education aims not only at reducing illiteracy but at attacking ignorance in all its aspects. It includes a great deal of the work for general betterment of the peoples' life already being carried on by the political administrations and technical departments of Governments and by voluntary agencies of all kinds. In Kenya, for example, the work done among the Suk people in improving their methods of agriculture and their standards of nutrition may be regarded as mass education. In Southern Nigeria there has been a comprehensive scheme of mass education organised by a district officer in his own district of Udi; it includes a literacy campaign and great emphasis on co-operative schemes for providing and maintaining public amenities such as schools, roads and bridges, dispensaries and clinics. In the Gold Coast, there are evening classes for adults, run on an entirely voluntary basis by former students of Achimota College; while the development of local education authorities has led to a great expansion of the people's interest in education. In Jamaica, a large-scale campaign of mass education is being run by Jamaica Welfare, Ltd.; it concentrates on the twin aims of improved agriculture and improved nutrition, and uses all types of modern publicity methods to drive home its lessons. In this campaign, as in all fruitful mass education campaigns, great emphasis is laid on the training of local leaders to carry on the work when the originating impulse is withdrawn. Another example of such emphasis is the literacy campaign at Mindolo in Northern Rhodesia, where the slogan of "each one teach one" is being strictly applied, and every pupil must bring convincing evidence that he has helped a friend to reach his own standard before he is allowed to proceed to a higher one. These and other experiments have so far been on a comparatively limited scale. The Colonial universities and higher colleges will have a part to play in organising and carrying out the larger campaigns that are now needed.

237. *Women's education.*—The Colonial students in this country include an increasing number of women. Experience confirms the truth of Dr. Aggrey's dictum: "Train a man and you train an individual; train a woman and you train a family." While girls' and women's education in many Colonies lags behind that of men, it is the purpose of educational policy to provide equally generous arrangements for the two sexes, and, as far as possible, to modify the social conventions which often prevent girls from taking advantage of the facilities that exist. The staff of the Colonial Office has recently been strengthened by the appointment of a woman Assistant Educational Adviser, Miss F. H. Gwilliam, who will pay a series of visits to the Colonies and look into problems of girls' and women's education. In company with Dr. Margaret Read of the Colonial Department of the University of London Institute of Education she is shortly making a visit to study these problems in Nyasaland and Northern Rhodesia.

238. *U.N.E.S.C.O.*—The first general conference of the United Nations Educational, Scientific and Cultural Organisation took place in Paris in November, 1946. Colonial interests were represented on the United Kingdom delegation by Dr. Margaret Read, Mr. W. E. F. Ward, C.M.G., Deputy Educational Adviser to the Colonial Office, and Mr. Robert Gardiner, the African Vice-Principal of Fourah Bay College, Sierra Leone. Ceylon was also represented on the delegation in the person of Mr. T. D. Jayasuriya.

239. Other recent developments in education include the establishment of free education in Ceylon from kindergarten to university and the extension of school broadcasts in several Colonies, notably in the Falkland Islands (where the scattered sheep stations are thus brought into touch with the capital), Kenya (where school broadcasts are given in five languages) and Malaya (where broadcasts are given in English, Malay, and Mandarin). In the two territories of Malaya, there are nearly 100 school receiving sets. In various Colonies there have been similar developments in mobile cinema vans. Directors of education have been appointed for the first time in the Bahamas, North Borneo, the Solomon Islands, Mauritius, and Seychelles, while an educational adviser has been appointed in Sarawak.

(b) The British Council

240. In the promotion of cultural work and the development of social contacts in the Colonies, the British Council plays a useful part. While it must, of course, work with the local Governments it is able to carry on activities which are not usually within the operations of Government. It is not only to foreign countries that the Council has to introduce the British way of life. In the Colonies, too, where the people live under British administration, it is of the greatest importance that British thought and ways of life and British institutions should be widely appreciated. The Council can foster understanding of these both by well-conceived activities in the territories and by inviting to the United Kingdom representative persons who come either on specialised scholarships or as visitors who wish to see British institutions at work. The Council is operating on these lines in the West African Colonies, Trinidad, Jamaica, Barbados, Aden, Palestine, Malta, Gibraltar and Cyprus, and will shortly begin work in the Far East. Of the work so far done, particular mention may be made of the institutes which the Council has maintained in Palestine and Cyprus for a number of years past and in which all races meet and cultural activities of all kinds are fostered; and of the development of library services both in the West Indies and in West Africa. The importance of cultural activities in Colonial life cannot be overstressed, but in addition the Council is able to offer common ground for the social and intellectual contact of all races. Its value in the field of good public relations is important.

241. The provision of the money for the Council's work in the Colonies is included in the Colonial and Middle Eastern Services Vote. Suitable arrangements have been made by the Colonial Office regarding the Council's expenditure and it is now the practice for consultation between the Council and the Colonial Office to take place in regard to the appointment of staff in the senior grades. A joint committee exists to assist consultation on problems as they arise.

(c) Medical and Health Services

242. To appreciate the magnitude of the task of raising the standard of health throughout the Colonies, it is necessary to bear in mind the backward condition of many of their inhabitants and the unfriendliness of the environment. Many African tribes still lead a primitive life and in many Colonies illiteracy and great poverty are still widespread. In vast areas, the apparatus of the modern state is still in its most elementary form and men and women are engaged bare-handed in a struggle for survival against wild animals, pestilence, drought, flood and all the other forces of untamed nature. Many diseases are peculiar to the tropics and the early pioneers had to fill wide gaps in medical knowledge before measures could be devised to deal with these diseases. But, even when the cause and cure of a disease has been clearly demonstrated in the laboratory, obstacles of a kind unfamiliar in the civilised world may stand in the way of the

practical application of knowledge. In some areas, the witch doctor still holds sway and even where new ideas have made progress ancient superstitions and immemorial practices still offer keen rivalry to European medicine. Notwithstanding excellent work done in the past in various places (the clearance of malaria from Singapore is a striking example), it is unhappily the case that many Colonies are still only at the beginning both in the prevention and in the cure of disease. Reports of Colonial medical departments still contain appalling stories of community-wide disease. The following paragraphs give some account of what has already been done and what is now being done.

243. *Research*.—It is recognised that research is an essential part of the campaign against disease in the Colonies and there have been important developments in this field recently. Money has been provided on a generous scale under the Colonial Development and Welfare Act; a Colonial Medical Research Committee, whose members are jointly appointed by the Secretary of State for the Colonies and by the Medical Research Council, has been formed and the necessary staff for work in the Colonies is being appointed. The following are some of the schemes which are already in being or are to be started shortly:—

(i) *Virus Research*.—The maintenance of the laboratories in Uganda and Nigeria which have been established by the Rockefeller Foundation for the study of yellow fever problems will become in the course of the next two years a responsibility of the Colonial Office. The studies undertaken at these institutions will cover not only yellow fever but also other virus diseases in the tropics.

(ii) Advantage is being taken of the scheme for growing groundnuts on a large scale in Tanganyika and Kenya to obtain facts about the existence of diseases in village areas in these countries, to make demographic studies in village life and to devise methods of eliminating preventable diseases which can be carried out by the village populations themselves.

(iii) *Insecticide Research*.—A team has been working for over a year in Uganda and Kenya to test the possibilities of the use of the new insecticides in the control of mosquitos and tsetse flies. The scope of work of the team is being rapidly expanded and is under the control of the Colonial Insecticides Committee, which includes members nominated by the Colonial Medical Research Committee and the Colonial Agricultural Research Committee.

(iv) *Malaria Research*.—Studies to determine the carriers of malaria and the best methods for their control have been carried out in Trinidad, British Guiana, North Borneo, East and West Africa and Malaya. These included researches by Dr. Muirhead Thomson in West Africa in regard to the "melas" variety of *A.gambiae*. This vector was a serious problem in Freetown during the war.

(v) *Helminthiasis Research*.—Studies have been made in Kenya on onchocerciasis, a disease which often causes blindness; recent work by Dr. Garnham suggests that the vector, formerly considered to be uncontrollable, can now be checked by Gammexane or by D.D.T. Research on the problems of schistosomiasis and filariasis is projected for the immediate future, but the place where a team could be most advantageously employed has not yet been decided.

(vi) *Scrub-typhus Research*.—Much work was done upon this subject in India and Burma during the war in continuation of the studies which had been made at the Kuala Lumpur laboratory prior to the occupation of Malaya. The work was unfinished when the war ended, and it has now been agreed to finance a team of research workers to complete these studies. The team will work in Kuala Lumpur and its neighbourhood.

(vii) *Research into Hot Climate Physiology*.—Some work was done on this in the Singapore Medical School prior to the war, and war experience in the tropics has emphasised its importance. Proposals for further research in Nigeria are envisaged. These studies may indicate the necessity for extension of the research to other areas.

(viii) *Tuberculosis*.—Surveys in regard to this disease have just been carried out in the West Indies, and are projected elsewhere. The possibility of using B.C.G. vaccine for the control of tuberculosis in Colonial territories is under examination by the Colonial Medical Research Committee.

(ix) *Sleeping Sickness*.—As the result of scientific surveys in East and West Africa, it has been decided that the Tsetse Research Department in Tanganyika Territory should carry on research into the control of the tsetse fly by naturalistic methods. In West Africa the problem is considered to be much more one requiring detailed study of the parasite. The establishment of a Sleeping Sickness Research Institute in West Africa has been provisionally approved by the Colonial Medical Research Committee.

244. *Preventive and Social Medicine*.—While the curing of disease has been given prominence in the medical arrangements made in the Colonies, the field of prevention has not been neglected and has recently received considerable emphasis. The absence of proper arrangements for sanitation and of pure water supplies, especially in rural areas, has been one of the commonest causes of disease and provision to meet these needs occupies a prominent place in all Colonial development planning. In many rural areas it is combined with drainage and irrigation schemes.

245. Better housing is also important for health in the tropics but unfortunately standards in urban areas are usually lamentably low. In many towns conditions of filth and squalor may still be found; arrangements for the disposal of refuse are insufficient and flies spread disease. Colonial Governments are, however, fully alive to the prime importance of changing these conditions and housing and town planning schemes are an important preoccupation in many territories, especially, for instance, in the over-populated islands of the West Indies. Some account of these schemes is given in section (e) of this Chapter.

246. Maternity and child welfare services were only established in Great Britain in the last few decades and it is not surprising that they are still inadequate in many Colonies. The principle of concentrating attention on the new generation is recognised in the Colonies and in most territories valuable institutions and services are being built up and are gaining public acceptance. Wherever maternity and child welfare clinics are opened they prove highly successful and their popularity is increasing. At clinics in the Gold Coast, attendances by children increased from about 150,000 in 1944 to nearly 200,000 in 1945 and attendances by expectant mothers from 63,000 to 74,000. Special emphasis was laid on maternity and child welfare work by the Rural Health Unit which started work in Cyprus in 1945 and it was not long before petitions were received by the Government for the extension of the work to other areas. In the rural parts of Singapore it is now rare for an expectant mother not to attend the ante-natal clinic and in the Malayan Union a lady medical officer has been appointed as specialist in child health with a view to extending the work in rural areas. Except in a few territories, such as Palestine, where the Government maintains 39 infant welfare and 13 ante-natal clinics, the demand for clinics still far exceeds the supply: shortage of staff is at present the main obstacle to expansion and it is hoped that plans for training staff which are described in paragraph 251 below will go far towards removing it.

247. In the past it has been found necessary to devote such resources as were available for health services to the urban areas with concentrated populations. It is now becoming possible to devote more attention to the inhabitants of the rural areas, who, taking the Colonies as a whole, are in the great majority. An example has been set by Ceylon where there is a network of clinics under the charge of midwives or health inspectors, which are visited once or twice a week by doctors and which attract very large numbers of patients. This system is suitable for adoption in comparatively developed Colonies, such as Cyprus, where it has been tried with success, but extensive territories with a scattered population and poor communications, such as the Northern Territories of the Gold Coast and Nigeria, require special measures, about which more is said in paragraph 249 below.

248. *Curative Services.*—The preventive services must, however, be properly balanced with hospitals and dispensaries and campaigns against special diseases. In some ways, the cure of disease is a simpler matter than its prevention, but it is also beset by serious difficulties. At present, hospitals almost everywhere in the Colonies are overcrowded and under-staffed. This is partly due to the shortage of dispensaries in outlying districts. Many of the patients who at present swarm into the hospitals in the big towns could be treated at local dispensaries or district hospitals if there were enough of them, and it is now part of the general plan to fill these gaps so that minor ailments should receive only the simple and inexpensive attention appropriate to them, leaving at least the hospitals in the large towns free to provide specialist services for the whole territory. Speedy transport by ambulance between country districts and the central hospitals is an essential part of this system. The services provided by Government are supplemented by medical missions (which make a particularly important contribution in special fields such as work among lepers), by those commercial undertakings which provide medical attention for their staff, and by private practitioners. It was formerly common for Government Medical Officers to have some private practice but, in order to enable them to devote the whole of their attention to their official duties, this custom is now being generally abandoned.

249. Reference has been made above to the special measures which are being taken to deal with disease in extensive territories, where the population is scattered and communications are poor. These measures consist in the use of mobile teams to conduct mass survey and treatment campaigns. Such campaigns have been conducted against sleeping sickness for several years, but they are now being carried out against a variety of diseases. In the Northern Territories of the Gold Coast, 12 teams were established in 1946 to deal with yaws and by the end of the year about 20,000 cases had been treated. In Nigeria, the Sleeping Sickness Service is undertaking the initial training of new field units for the control of yellow fever, yaws, venereal disease, scabies, tuberculosis, leprosy, hookworm and other diseases. During 1946, over a million people were examined by the Sleeping Sickness Service in the course of field surveys and many thousands more at permanent treatment centres. There was a serious epidemic of yellow fever in Nigeria last year, but it was brought to an end after 400,000 inoculations against yellow fever had been performed and after D.D.T. had been extensively used. D.D.T. as a delousing agent also played a leading part in fighting epidemics of typhus in Northern Nigeria and relapsing fever in Kenya, but perhaps its most notable achievement was the eradication of mosquitos in a large part of Cyprus, where half the population suffered chronically from malaria. There is every reason to hope that the victory over the mosquito achieved in Cyprus can be repeated in other parts of the Colonial Empire where conditions are similar.

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250. Leprosy and tuberculosis loom so large in the Colonies that they must be specially mentioned. Although leprosy was until recently commonly thought of as an incurable disease, the proportion of patients who recovered from the disease as the result of treatment in leper settlements was, in fact, gradually rising before the war and the prospects now are even more hopeful. In the West Indies and West Africa, successful experiments have been conducted in the use of the new sulphone drugs and the results of these experiments appear to justify hopes that a new era is beginning in the treatment of leprosy. In Nigeria, a Government leprosy service has been formed and large sums of money are being provided for a campaign to eradicate the disease; it is proposed to spend £450,000 in the first five years on surveys, propaganda clinics, settlements and leper villages and it is estimated that expenditure on a similar scale will be required in the second five years. Tuberculosis is a grave problem in most Colonial territories and the need for surveys conducted by modern methods and on a much wider scale than has hitherto been possible is generally recognised. The National Association for the Prevention of Tuberculosis, besides publishing a general survey of Empire and Colonial tuberculosis, has already conducted detailed sociological and clinical surveys of the disease in the West Indies and Cyprus. In Fiji, a reconnaissance of tuberculosis was carried out last year by the Director of the Division of Tuberculosis, Department of Health, New Zealand. This is to be followed by a more detailed survey and by practical measures to deal with the disease. A Fijian medical practitioner and an Indian medical practitioner, who came to the United Kingdom with the Victory Contingent, received a course of instruction in the United Kingdom under the guidance of the National Association for the Prevention of Tuberculosis. Encouraging developments in the approach to the problem are reported from the Gold Coast and from Malaya. In the Gold Coast a Joint Advisory Board, consisting of representatives of the mine managements and of the Government, has been formed to tackle the special problem of tuberculosis and silicosis among mine workers. In the Malayan Union, a Tuberculosis Advisory Board has been created to advise the Government and the public on practical measures for the prevention and control of the disease. In Singapore an Anti-Tuberculosis League is being formed.

251. *Training of Staff.*—Mention has been made in a preceding paragraph of the shortage of staff in hospitals in the Colonies and this shortage applies to medical staff generally. For the present, the Colonies must still depend largely upon doctors and nurses recruited from Great Britain and every effort is being made to supply immediate requirements from this source, though it is recognised that ultimately the great majority of the medical staff, as well as the staff of other departments, must be found among the local people, and, to enable them to obtain the necessary skill, important developments are being set on foot in medical education. Plans are well advanced for the construction of new teaching hospitals in the West Indies, West Africa and East Africa in connection with the university colleges which are to be established there. At the King Edward VII College of Medicine in Singapore, teaching was resumed very soon after the liberation. Plans for the expansion of the College staff include the creation of a chair of Social and Preventive Medicine. At Hong Kong the buildings of the Medical School were seriously damaged during the war but sufficient repairs have been carried out to enable the School to be reopened.

252. Medical training centres have been established in a number of Colonies, partly to assist in the rehabilitation of ex-soldiers and their re-absorption into civil life and partly with a view to meeting increased demands for medical assistants and nursing and hygiene orderlies. The courses for hygiene orderlies are intended to provide them with training in practical methods of rural sanitation.

253. The training of nurses formed the subject of investigation by a Committee, under the chairmanship of Lord Rushcliffe, which was appointed by the Secretary of State in November, 1943, and whose Report was published in August, 1945.* A number of the Committee's recommendations have already been implemented. The Chief Nursing Officer, Miss F. M. Udell, M.B.E., S.R.N., S.C.M., appointed to the staff of the Colonial Office has already completed a tour in West Africa. Representatives of the General Nursing Council and of the Royal College of Nursing have visited the West Indies to advise on nursing education and on the organisation of nursing services. Nursing and Midwifery Councils have been established in a number of Colonies; and, generally, Colonial Governments are doing their best to make the profession more attractive and efficient. Nurses from the Colonies are being trained at hospitals in the United Kingdom and the extension and improvement of training facilities is under active consideration by Colonial Governments. In West Africa a new Nurses' Training School has been opened at Accra.

254. *International Co-operation.*—It is recognised that, especially in Africa, the promotion of health is a matter in which international co-operation may be of the greatest value and accordingly a Medical Conference was held at Accra in November, 1946, which was attended by medical experts from French West Africa, French Equatorial Africa, the Cameroons and Togoland under French Mandate, the British West African Territories, the Belgian Congo, Portuguese Guinea and the independent state of Liberia. The Conference was primarily of Anglo-French origin and arose out of the arrangements (described in Chapter VI below) which were made earlier in the year for closer Anglo-French co-operation in Colonial matters. But the recommendations adopted for establishing a system of practical co-operation between neighbouring territories in many aspects of public health and medical work were accepted not only by the British and French representatives, but also by the experts from the Belgian Congo, Portuguese Guinea and Liberia.

255. Steps have also been taken to ensure that the Colonial Empire plays its full part in the activities of the World Health Organisation which is now in process of formation. The Medical Adviser and a member of the administrative staff of the Colonial Office were included in the United Kingdom Delegation to the International Health Conference held in New York in June and July, 1946, at which the constitution of the Organisation was drawn up. The Medical Adviser also attended sessions of the Interim Commission (a body formed to tide over the interval before the World Health Organisation actually comes into being) which took over the administration of International Sanitary Conventions from the United Nations Relief and Rehabilitation Administration. These Conventions have now been applied to most British Colonial territories. A number of expert Committees are being set up by the Interim Commission, including Standing Commissions on Quarantine, Malaria and Yellow Fever.

(d) Nutrition

256. The problems of nutrition in the Colonies have more than a medical aspect and can be successfully solved only by the combined efforts, not only of those directly engaged upon medical work, but of all concerned with food production and management, education, welfare and general administration. This important factor is reflected in all nutritional activities, both at headquarters and in the field. Early in 1946, a Nutrition Sub-Committee of the Colonial Medical Research Committee was appointed, with a membership representative of medicine, agriculture, sociology and food technology. This Sub-Committee has held frequent meetings, and has had under its consideration plans both for fundamental research and for practical projects in the field.

* Cmd. 6672.

257. As regards fundamental research, a central organisation, known as the Human Nutrition Research Unit, was set up in London in 1944 by the Medical Research Council. It is under the directorship of Professor B. S. Platt, C.M.G., who is also Professor of Nutrition at the London School of Hygiene and Tropical Medicine and acts as consultant on nutrition questions to the Colonial Office, with which the Unit works in close collaboration. It is giving assistance in a number of ways to investigators in various Colonies. Its publications include "Tables of Representative Values of Foods Commonly Used in Colonial Territories"; and its recent studies comprise investigations into food technology, the milling of maize, the preparation of par-boiled rice, the value of food yeast, new methods of dehydration and the effects of dietary deficiency, e.g. the fatty liver disease of infants, on which a report is under publication. Consequent upon Professor Platt's visits overseas, plans have been drawn up to supplement the work at the Human Nutrition Research Unit by the establishment of a Field Research Station in the Gambia with the object of providing facilities for fundamental research side by side with the study of actual tropical problems.

258. A further line of advance has also been adopted, on the recommendation of the Nutrition Sub-Committee of the Colonial Medical Research Committee, by the organisation of what are known as field working parties, to carry out combined surveys of the health, food consumption and production, sociology and economics of a given area, as a prelude to the study of methods for increasing the local food potentialities in relation to the needs of the community as a whole. One such scheme is now being initiated in the Gambia, and the first contingent of the party (including a medical officer, an agricultural recorder and a nutritionist) is already on the spot. This survey will be conducted in close association with work being carried out by the Gambia Department of Agriculture in the development of food production and the extension of cash crops. The possibilities of mechanisation in the cultivation and production of food crops are receiving special attention. To meet the cost of the Field Research Station and of field working parties, funds are being provided from money available for research under the Colonial Development and Welfare Acts.

259. The studies of food yeast, mentioned above, provide an example of the help which technology can give towards the solution of Colonial nutrition problems. Food yeast is a particular strain of yeast, chosen for its suitability for large-scale production as a human food; a small amount, such as $\frac{1}{4}$ -ounce daily per person, was found to make a valuable addition to the B-vitamins (and to a less extent the protein) so frequently deficient in tropical diets. A factory was therefore set up in Jamaica under a company known as Colonial Food Yeast, Ltd. Various difficulties beset the early stages of production, but, while the cost is still rather high, the present output of 11-12 tons per week is enabling the Colonies for the first time to experience for themselves the value of this product.

260. The success of the new policy must necessarily depend in no small degree on the supply of suitable personnel for the nutrition services. Steps are being taken to this end. During 1945-46, a six-month course was held for six candidates for posts as woman nutrition officers in the Colonies. Five of the six have since received appointments in Uganda, Northern Rhodesia, Nigeria, the Gold Coast and Mauritius. The East African Governments are considering the possibility of holding a nutrition "school" for teams of local officers early in 1948.

(e) Housing and Town Planning

261. The urgency of the need to improve housing conditions is matched only by the magnitude of the task which faces Colonial Governments in mobilising financial and other resources for a concerted attack on this basic requirement.

The report of the West India Royal Commission left no doubt about the deplorable and insanitary condition of housing in many of the Caribbean Colonies and called for a wide programme of slum clearance administered by an expert staff and financed from a special West Indian Welfare Fund. It was decided, however, that a special fund should not be created for the West Indian region but that financial assistance from the Imperial Exchequer should be made available under the Colonial Development and Welfare Act.

262. A detailed statement of action taken on the Royal Commission's recommendations up to the last months of the war was published in June, 1945*; and the periodical reports of the Comptroller for Development and Welfare in the West Indies (to which reference has already been made) include sections which deal in some detail with housing matters. The task is, however, one of considerable magnitude; and the continued shortage of building materials and of skilled labour is seriously impeding the implementation of the plans which have been made.

263. A town planning staff has been attached to the Comptroller for Development and Welfare in the West Indies; and, after preliminary studies by them, it was decided that town planners and architects should be appointed to the staffs of the principal West Indian Colonies and that the staff attached to the Comptroller's organization should become advisory to all. The Comptroller's staff, in addition to issuing a handbook on West Indian Housing†, have carried out a number of surveys and have assisted in planning the rebuilding of Georgetown, in British Guiana, which was partly destroyed by fire in February, 1945. In Jamaica, assistance was given to enable the rehousing of those who suffered by the 1944 hurricane; and in the 10-year plan of development for that Colony a sum of over £1 million has been included for housing schemes and for expansion of the work of the Central Housing Authority. Progress has also been made in Barbados and it is expected that in that Colony considerable sums will be expended on housing as soon as the necessary legislation has been passed and supplies of materials become available. Slum clearance and rehousing have been continued in Trinidad, and further extensions of this work are contemplated. It is clear, however, that the funds required for housing improvements in the West Indies will be very considerable.

264. In Africa, also, energetic efforts have been made to improve housing conditions. Many of the towns and villages came into being without plan or order, with no sanitation or water supplies, and therefore exhibit all the signs of squalor and ugliness. In 1945, grants were made under the Colonial Development and Welfare Acts for housing improvement in Kenya, Nigeria and Zanzibar; in 1946, approved schemes ranged from a grant of £282,740 for improvements to the town of Bathurst in the Gambia and an interest free loan (later converted into a grant) of £204,000 for improved housing for Africans in the urban areas of Kenya, to a grant of £250 to assist in the preparation of an illustrated book on village planning and housing in West Africa. It is expected that this publication will be issued from the press within the next few months and large numbers of it have been ordered by the West African Governments for wide distribution. West Africa has benefited greatly from the advice and help of Mr. Maxwell Fry.

265. In several of the 10-year development plans which have already been approved, housing schemes figure conspicuously. Northern Rhodesia proposes to expend £1 million during the period on African housing; in addition, new townships for workers who have settled in the Copperbelt are in course of erection. Tanganyika is spending over £1 million on township improvements and £300,000 on housing; Zanzibar £285,000 on African housing; and the Gambia has provisionally earmarked up to £1 million (including the £282,740 referred to

* Cmd. 6656. † Bulletin No. 13, Development and Welfare series, Barbados.

above) for the improvement of Bathurst. Nigeria also proposes to finance village improvements from grants under the Colonial Development and Welfare Acts and by local funds made available to the Nigerian Local Development Board. In the Gold Coast, considerable progress has been made with building at Kumasi and Accra. In the Gold Coast too stabilised earth is now being used on a large scale for building ; as only a small admixture of cement is required the present shortage of this material is no longer a serious obstacle. The cost of building is greatly reduced and houses can be let at low rents. A contract has been made for the erection of nearly 500 workers' flats (at a cost of nearly £1,750,000) in Gibraltar, where lack of adequate housing caused particular hardship by delaying the return of wartime evacuees. The plans for the rebuilding of Valletta, in Malta, which were drawn up by a consultant sent from the United Kingdom in 1943, are taking shape ; extensive plans for new building in Colombo, Ceylon, are being put into execution ; and the Singapore Improvement Trust has resumed operations.

266. No uniform organisation for the planning and execution of housing schemes can be laid down from London ; but in December, 1945, a report by the Housing and Research Group which had been constituted in 1944 under the Chairmanship of Mr. I. G. Evans, Acting Director of the Building Research Station of the Department of Scientific and Industrial Research, was circulated to all Colonial Governments. The general conclusion of the Group was that well-directed research and co-ordination of experience in different parts of the world would abundantly justify itself in the solution of Colonial housing problems. Arrangements have been made for the appointment of a Colonial liaison officer at the Building Research Station, which will act as an information centre upon all matters relating to developments in housing technique.

267. Until mid-1945, the Crown Agents for the Colonies appointed all engineers, architects and town planners required by Colonial Governments. With the creation of the unified Colonial Engineering Service under the Colonial Office, all engineering vacancies as well as posts in architecture and town planning for which professional qualifications are required have since then been filled by the Colonial Office. Thirty-one architects and nine town planners were appointed between May, 1945, and the end of March, 1947.

268. Various Colonial Governments have introduced legislation for town planning, typical examples being the Trinidad Town and Regional Planning Ordinance, 1940, and the Gold Coast Town and Country Planning Ordinance of 1945. Similar Ordinances have been enacted recently in Ceylon, Grenada, Nigeria and St. Vincent.

(f) Social Welfare

269. *Social Welfare in the West Indies.*—The question of social welfare affects every Colonial territory but its importance in the West Indies, to take one outstanding example, was specially emphasised in the Report of the West India Royal Commission. The Commissioners grouped their criticisms of social conditions in the West Indies under three main heads—the low status accorded to women ; the lack of family life ; and the absence of a well-defined programme of social welfare. They made a number of recommendations for remedial action. Much has since been done to carry their recommendations into effect. A Social Welfare Adviser was appointed at an early stage to the staff of the Comptroller for Development and Welfare in the West Indies. The work done by the Adviser in recent years on conditions in the various West Indian Colonies and on such general questions as juvenile delinquency and the care of destitute children have contributed materially to the development of social welfare. A subsequent step, the appointment of a woman social welfare officer to Trinidad in 1943, led the way to the formation of a trained welfare staff in that Colony.

270. The establishment of a special section in the Colonial Office to focus interest on and give information to Colonies and encourage study of social welfare emphasises the importance now attached to this work. A further step was taken in 1943 when an experienced woman officer was appointed and the question of penal administration explicitly included within the sphere of her duties.

271. *The Colonial Social Welfare Advisory Committee* is also a war-time creation. It was set up in March, 1943, with the object of furnishing advice to the Secretary of State on a wide range of matters, absorbing an earlier advisory body established in peace-time and known as the Colonial Office Penal Administration Committee. It has already held 28 meetings, has advised on many aspects of welfare and has reviewed the work being done by the Colonial Governments. Two of its sub-committees should be mentioned: one, the Colonial Penal Sub-Committee, renamed in 1946 the Treatment of Offenders Sub-Committee; and the other concerned with recruitment and training of welfare officers. The former Sub-Committee has held 28 meetings since its inauguration. Several members of the Advisory Committee have paid visits to the Colonies to investigate or advise upon local questions of social welfare. Meetings of the Committee have been attended on a number of occasions by visitors both from the Colonies and from Great Britain. These visitors have included Colonial Governors and officials, representatives of academic and professional organisations in the United Kingdom, and officers designated for social welfare appointments in the Colonies. It should also be recorded that local social welfare advisory committees have been formed in a number of Colonies.

272. *Recruitment and Training of Welfare Officers.*—One of the earliest tasks of the Sub-Committee concerned with the recruitment and training of European welfare officers was to prepare a pamphlet (since circulated to all Colonial Governments) discussing the type of welfare work to be undertaken by Europeans in the Colonies and surveying the field of recruitment and the training facilities available. Much effort has been expended on the preliminary work of recruitment. At first the response was slow, but it has gradually improved and there has been a steady increase in the number of Colonial posts filled from this country. In 1942, the total number was not more than five (one being a probation officer). By the end of 1946 the total had risen to 48 (including 16 probation officers). Seven more posts were filled during the first three months of 1947, and there are at present seven vacancies. These figures do not include welfare officers appointed locally in the Colonies.

273. The training of European welfare officers falls under two main heads. First, newly appointed officers receive instruction on the "social background" of the regions in which they are to serve; it is hoped, in the near future, to arrange for their attendance at the "regional" courses to be organised by the London School of Economics. Secondly, they are furnished with "supplementary" training, often including a programme of visits, arranged in each case on the advice of the Sub-Committee of the Advisory Committee. As regards non-European officers, the London School of Economics arranged in 1943 to provide a two-year course for Colonial candidates for welfare posts. Further courses were started in each subsequent year. Ninety Colonial students have attended these courses and already 40 have returned to their Colonies to take up welfare work. The thanks of the Colonial Office are due to the London School of Economics and its staff for their help in this matter in the last four years.

274. Special courses have been given, both in the Colonies and in the United Kingdom, in particular subjects, such as care of children, nursery schools and youth work. Training arrangements for persons destined to work in West

Africa (where venereal disease presents a serious problem) have invariably included instruction in social hygiene and preventive measures. The special case of ex-service men has not been overlooked. In Kenya and Uganda there have been six-month courses for returned Askari, and a year's course, attended by 10 students, was held at Accra (Gold Coast) in 1946. From 1941 onwards, the Colonial Office has provided facilities for visits of instruction and short informal training courses on welfare work to be taken by Colonial officers on leave, as well as by Colonial visitors to England. Over 150 such courses had been taken up to the end of March, 1947.

275. *Penal Administration.*—Since the end of the war, Colonial prison administration has been modernised, in many cases along lines recommended by Sir Alexander Paterson, who shortly before and during the war made personal tours of inspection in the West Indies, West and East Africa, Malta and Gibraltar. Much thought has been given to the selection of prison officers and their training, and to the general principles which should govern the treatment of offenders. Accommodation in prisons has proved a major difficulty since modernisation means, in most cases, the substitution of prisons of an entirely new design for the old type of Colonial prison with its communal cell, which precludes segregation of different types of offenders, the keystone of modern penal administration. Both materials and labour have been short; but some progress has been made with local building materials and the aid of prison labour. Interesting developments have been the extension in the use in the Gold Coast, Sierra Leone, Tanganyika and Jamaica of prison camps for housing first offenders; and the adoption in the West Indies, on an experimental basis, of a system widely used in Africa whereby men convicted of certain offences can opt to work for Government, living outside prison. Both these devices are intended to ensure that the first or minor offender is kept from contamination by the habitual criminal.

276. The use of the "earning system" for work performed in prison has been advocated and encouraged for a number of years by the Treatment of Offenders Sub-Committee and is now firmly established in the Gold Coast, Sierra Leone and certain other Colonies. The money thus earned is intended to enable the prisoner to buy small luxuries and is additional to the discharged prisoners' aid gratuity, the purpose of which is to assist resettlement in civilian life and which is normally administered by a discharged prisoners' aid committee. These committees are receiving greater support now from Governments and have larger sums at their command. Great efforts are also now being made to teach Colonial prisoners a trade; and tools are provided on discharge for prisoners who have acquired a new skill. These are, however, likely to yield results only in the case of the minority of prisoners who are serving long sentences.

277. *Corporal Punishment.*—In October, 1946, the Secretary of State addressed Colonial Governments on the subject of corporal punishment and on the need further to restrict the number of offences for which this punishment could be awarded. It is now imposed on men offenders only for special crimes and it is hoped that it will steadily be eliminated.

278. The separation of Police and Prison Departments in the Colonies has continued and in only a few territories is the Head of the Police Department now responsible for the administration of prisons. This has made for greater uniformity in the treatment of offenders and increased interest in the welfare of prison staffs. Conferences in East and West Africa between the heads of prison departments in the respective territories were started during the war and are being continued biennially. It is hoped to extend the practice to the West Indies.

279. *Juvenile Delinquency.*—The question of juvenile delinquency in the Colonies received anxious consideration from the Colonial Office Penal Administration Committee prior to its absorption, in 1943, into the Colonial Social Welfare Advisory Committee. The increased number of juveniles committed to prison during the early years of the war was noted with special concern. A number of steps have been taken to meet the needs of the situation. Since the beginning of 1944, delinquency services in the Colonies have been substantially increased. The number of European probation officers has risen from 2 to 16. In 1944, arrangements were made with the Home Office for the training of Colonial probation officers side by side with candidates for employment under probation committees in the United Kingdom. Colonial probation officers and assistant probation officers are now serving in Jamaica, Mauritius, Zanzibar, the Gold Coast and Nigeria; elsewhere, *e.g.*, in Cyprus, Kenya and Trinidad, local training is being given. Legislation providing for children's courts and for other probation activities has been passed in a number of Colonies. Approved schools to meet the requirements of children and young persons who do not respond to probation have been set up in 19 colonies; and efforts are being made to improve their standard and quality. A European headmaster has been posted to British Guiana, and a similar appointment is to be made at the new approved school at Swedru, in the Gold Coast. During the early part of 1947, three officers in charge of approved school work (from Kenya, Tanganyika and Uganda) paid a series of instructional visits to schools of a corresponding character in the United Kingdom. In 1946, an official from Ceylon paid similar visits to approved schools and borstals in this country. Borstal institutions are as yet available in a few Colonies only.

280. *Welfare of Colonials in England.*—Questions affecting the welfare of persons coming from the Colonies to reside in Britain for study or work acquired a special character during the war, as a consequence of the arrival of large numbers of Colonial war workers and service personnel. A new ("Welfare") Department was set up at the Colonial Office in 1943 to assume responsibility for the whole question. The new Department by no means confined its interest to the temporary war-time aspect of the work; while it is concerned with the welfare and many problems of seamen, workers and others, their accommodation and social facilities, it is also concerned no less actively with the permanent problem of the Colonial student community in England. From the first, the Head of the new Department took over the duties of Director of Colonial Scholars. The Department also participates in the management of clubs and hostels and generally undertakes the task (often with the collaboration of voluntary bodies) of rendering assistance to Colonial students in social, educational and other matters. Hostels for Colonial students were provided during the war primarily as reception centres, with accommodation for new arrivals, the general policy being that Colonial students should, wherever possible, live and work under the same conditions as other students in the United Kingdom. This war-time development formed the basis of a plan which has been consistently pursued since the war came to an end. A detailed statement on the subject was made in the House of Commons on the 19th February, 1947. There were then in existence, as the statement explained, five hostels (three in London, one at Edinburgh and one at Newcastle-on-Tyne) administered directly by the Colonial Office; two others (both of them in London) administered on behalf of the Colonial Office; and yet another two (one at Birmingham and one at Glasgow) in which the Colonial Office had an indirect interest. There are also plans for providing additional hostel accommodation in London, Edinburgh, Newcastle-on-Tyne, Leeds, Glasgow, Cardiff and Dublin.

(g) Labour

281. It was to be expected that the necessary adjustments from war to peace conditions of the economies of almost all territories, the reaction from war, the attendant problems of re-absorption of men into civil life, the shortages of foodstuffs, lack of markets and varying price levels would give rise to grave difficulties in the matter of wage rates and conditions of employment. The Colonies remain primarily agricultural with no considerable volume of full-time paid employment, except in the mines of Africa and Malaya and the plantations of the West Indies and South-East Asia. There is a limited number of industries in the Colonial territories, but the bulk of full-time employment is in Government services, including transport of all kinds and public utilities. There is a great deal of part-time, seasonal and periodic employment and considerable under-employment. The task of maintaining stable wages in the trying conditions of the past few years has been complex and difficult, particularly where foodstuffs have been in short supply, where black marketing has been difficult to suppress, where considerable money has come into a Colony, threatening inflation, and where effective rationing systems have been impossible of achievement. Many Colonies have subsidised the cost of food; currencies have been controlled; and wage boards have attempted to regulate rates. But in many Colonies there has been exasperation and trouble, though, on the whole, labour departments have dealt with the situation with a considerable measure of success and there has been less recourse to disturbance and violence than was to be expected. Increasingly, labour has used the machinery of trade unionism, conciliation and wage regulation. None the less, there has been a number of important disputes.

282. *Labour Departments.*—Since the close of the war, Colonial Governments have made every effort to strengthen their labour departments, not only in relation to the immediate post-war requirements (e.g. the resettlement of ex-service men) but also to fill vacancies which had to remain unfilled during the war. In some cases, men available locally, with a knowledge of the Colony, its people and labour problems, have been appointed; others have been seconded from the Colonial Administrative Service. But the need has also been recognised of obtaining recruits in two quarters outside the Colonies themselves; first, among men with practical experience of industrial relations and other aspects of the work of the Ministry of Labour and National Service; and, secondly, among persons competent, by reason of their experience of trade union practice and procedure, to guide and educate the nascent Colonial trade union movement. At present, labour officers or labour advisers with expert trade union experience are serving in British Guiana, Ceylon, Gambia, the Gold Coast, Kenya, Malaya, Mauritius, Nigeria, Northern Rhodesia, Sierra Leone, Tanganyika and the Windward Islands. Arrangements are being made for the appointment of officers with similar qualifications to Hong Kong and Fiji. In Trinidad, Jamaica and Palestine, the Heads of the Labour Departments are men with long experience of every phase of Ministry of Labour work, and in a number of Colonies officers from that Ministry are serving in special posts, such as those of factory inspectors, labour exchange managers and trade testers.

283. As regards the training of officers, purely provisional measures have been employed pending the introduction of a permanent system of technical training. In 1946, a number of labour officers from the Colonies were assembled for a short intensive course of training covering a period of two months. They came from the West Indies, East and West Africa, Hong Kong, Malaya and Cyprus. It has also been found possible, with the assistance of the Ministry of Labour and National Service, to arrange for a number of officers to receive individual training in the work of the various branches of the Ministry.

A scheme is in preparation, in consultation with the Trades Union Congress and that Ministry, under which a number of selected trade union officials from the West Indies will have the opportunity of undergoing in England, at Government expense, a six-months' course of practical training in trade union practice and procedure. This training will supplement the correspondence courses for West Indies trade union officers which have been, and will continue to be, provided by the Trades Union Congress.

284. *Trade Unions.*—The Trade Union movement is a plant of comparatively recent growth in the Colonial Empire, but its development has been rapid during the last ten years or so. The following table gives the 1946 figures of registered unions in the various Colonial territories :—

<i>Colony</i>	<i>Workers' Unions registered</i>	<i>Employers' Unions registered</i>	<i>Total</i>
Barbados	3	3	6
British Guiana	29	4	33
British Honduras	2	—	2
Jamaica	21	10	31
Leeward Islands	2	1	3
Trinidad	19	8	27
Windward Islands	8	1	9
Ceylon	54	10	64
Fiji	2	3	5
Mauritius	12	6	18
Cyprus	142	1	143
Malta	8	—	8
Gambia	3	—	3
Gold Coast	19	4	23
Sierra Leone	9	—	9
Nigeria	89	8	97
Kenya	2	—	2
Northern Rhodesia	3	—	3
Tanganyika	3	—	3
Uganda	1	—	1
Palestine	11	—	11
Malayan Union*	200	—	200
Singapore†	100	—	100

285. The most noticeable feature of this table is the high figure of unions recorded both for Cyprus and Nigeria. In regard to Nigeria, the Report of the Special Commissioner (Mr. Tudor Davies) who visited Nigeria in 1945‡ records that "quite a number of the workers' organisations registered as trade unions would not be recognised as such by the British Trades Union Congress or the international trade union movements; they are mere House Associations." The great majority of the unions of Cyprus might be described as small craft unions. Any tendency to a multiplication of unions is unfortunate, though earlier trade union legislation tended to encourage it in a few Colonies. Every effort is now made to encourage cohesion and to create organisations on a strong basis.

286. The effect of the repeal of the United Kingdom Trade Disputes and Trade Unions Act, 1927, has been brought to the notice of all Colonial Governments, who have been asked to consider how far their legislation requires amendment so as to remove any provisions analogous to those of the United Kingdom Act of 1927. In a number of cases amendments have already been made.

* March, 1947. † May, 1947. ‡ Col. 204.

287. *Collective Bargaining*.—Despite the comparative novelty of trade unionism in the Colonies, there is evidence of real development of collective bargaining, particularly in the West Indies. The help given both to employers and workers by members of the Colonial labour departments in this respect has been considerable. In the same way, the annual reports of the Colonial labour departments show that wide assistance is given by labour officers in bringing about the settlement of disputes by amicable negotiation. Legislation providing for conciliation and arbitration has been introduced in a large number of Colonies and progress is being made in others. Increasing use is being made of wage-fixing machinery in territories where labour is not yet highly organised. The introduction of tripartite wage boards, empowered to fix rates for particular occupations, subject to the approval of the Governor, is a feature of recent labour legislation in certain Colonies. In Sierra Leone, the counterpart of the wages council procedure of this country has been introduced for certain industries. Standing joint negotiating committees have been established in others. Labour exchanges have been set up in a number of territories, including British Guiana, Cyprus, Fiji, Gold Coast, Jamaica, Kenya, Nigeria, Northern Rhodesia, St. Vincent, Sierra Leone, Tanganyika, Trinidad and Zanzibar. In certain of the West Indian Colonies and in Bermuda committees are considering the possibility of establishing schemes of social insurance on a contributory basis, and these committees are being pressed to expedite their work.

288. *Workmen's Compensation*.—Workmen's compensation laws exist in Aden, Bahamas, Barbados, British Guiana, British Honduras, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gold Coast, Jamaica, Kenya, the Leeward Islands, the Malayan Union, Malta, Mauritius, Nigeria, Northern Rhodesia, Nyasaland, Palestine, Singapore, Tanganyika, Trinidad. Uganda and the Windward Islands. Until recent months, when comprehensive Workmen's Compensation Ordinances were introduced in Kenya and Uganda, workmen's compensation in those territories applied only to mining employment, though, by administrative arrangement, claims in other industries were settled on the basis of the model ordinance prepared in the Colonial Office in 1936. A workmen's compensation ordinance, in replacement of the provisions in the Mining Ordinance, is about to be introduced in Tanganyika. Trinidad has recently followed the lead of certain other West Indian Colonies in extending workmen's compensation to cover the main body of agricultural workers. Workmen's compensation legislation is also in preparation in Hong Kong and Gibraltar.

289. Regional labour officers' conferences have taken place in the West Indies and West Africa. They have proved most valuable in spite of the practical difficulties involved. It is hoped to hold such conferences more regularly in future, and perhaps to introduce them in other areas, e.g., East Africa.

290. *Central Africa—Migrant labour*.—In November, 1946, the Central African Council considered the report of a special committee which had been set up in October, 1945, to examine the interchange of African labour between the territories of Southern Rhodesia, Northern Rhodesia and Nyasaland. The problems before the committee were presented by the potential African labour supply living at considerable distances from the centres of greater development which offered employment. The committee recommended that the spontaneous inter-territorial flow of labour should be allowed to continue, but subject to adequate safeguards which should include control of exodus from the country of origin, limitation of the period spent in the country of employment, a system of compulsory deferred pay and family remittances, medical examination of all workers, free transport, shelter and food en route to and from work, legislation to ensure satisfactory living standards, and the provision of adequate labour inspectorates in employing countries. The committee also recommended the appointment of a standing committee on migrant labour problems and

finally submitted a draft of a new inter-territorial agreement to give effect to its recommendations. The Central African Council endorsed the committee's proposals and the final text of the new agreement was accepted by all three Governments and approved on 9th May, 1947.

291. *Central Africa—The Copperbelt.*—In 1940, the Forster Commission in Northern Rhodesia recommended that mine managements should consider, in consultation with representatives of Government and the European Mineworkers' Union, to what positions not then open to them African workers should be encouraged to advance. The Government of Northern Rhodesia accepted this recommendation, but did not consider that it was opportune to open such discussions during the war. The question has, however, now been taken up and a conference of the parties concerned was recently held in Northern Rhodesia under the Chairmanship of Mr. Andrew Dalglish, who was a member of the Forster Commission. At the first meeting of the conference, the mine managements and the Mineworkers Union presented a joint statement to the Chairman which indicated that neither party was prepared to discuss the matter at a conference of this kind and suggested that a Commission should be set up to examine the question on a wider basis. The Government of Northern Rhodesia is now considering what further steps should be taken.

292. *Recruitment of West Indian Labour.*—It has already been recorded in Part I that a substantial number of West Indian labourers were recruited during the war for work in agriculture and war industries in the United States. At its peak, the total labour force thus employed exceeded 50,000, but the numbers have now been reduced to slightly over 8,000, of whom the majority are Jamaicans. All are employed in agriculture, mainly in Florida. Future arrangements are uncertain. The supervision of the recruitment and general welfare of this labour has been, since 1943, the responsibility of the British West Indies Central Labour Organisation in Washington, of which Mr. H. G. MacDonald, of Jamaica, is Chief Liaison Officer. It is estimated that the total sum earned by the workers for which the Organisation was responsible during the period 1943-47 was approximately \$100 million, of which about \$40 million were remitted in compulsory and voluntary savings to their home Colonies.

293. *Labour Disputes.*—Since the war, strikes have occurred in Jamaica, Northern Rhodesia, Ceylon, Trinidad, Malaya, Nigeria and Kenya. In the West Indies, they involved agricultural workers, seafront and oilfields labour and public employees. In Jamaica, wage difficulties on the sugar and banana plantations and at the docks were exacerbated by the rivalry between the unions of the Jamaican Trades Union Congress (which supported the Peoples National Party) and the Bustamente Industrial Trade Union. Increasing unemployment and a sharp rise in the cost of living were the basic causes of labour disturbances in Trinidad at the end of 1946 and early in 1947; but in the strikes of oilfield workers and Port of Spain public employees the conflicting claims and rivalries between local union leaders again played a decisive part. Only a minority of the workers was concerned; but there was some sabotage at the oilfields and troops had to be called out and a curfew proclaimed. Later, the leader (Uriah Butler) transferred his headquarters and some 2,000 followers to Port of Spain, where ensuing disturbances resulted in 357 arrests. A report on these occurrences has been called for. Meanwhile, arrangements have been made, in consultation with the Trades Union Congress, for Mr. F. W. Dalley, late Assistant Secretary of the Railway Clerks Association, to visit Trinidad for informal discussions on trade union organisation and the state of industrial relations generally. Further efforts to remove the root causes of unrest include the review by local committees of wages and salaries of Government employees and of the means whereby the cost of living can be reduced; and the re-examination by the Standing Price Control Committee of the percentage mark-up of imported foods.

294. In the Far Eastern territories, the underlying economic cause of unrest has been the shortage of rice ; but this has undoubtedly been exploited by agitators. Among the more serious incidents were a strike of Indian rubber-estate workers in South Kedah early in 1947, a strike of mine-workers at the Malayan Collieries and a strike of employees at the Perak Hydro-Electric Company. There have also been labour troubles in Singapore, including a strike of municipal workers early this year. Government is taking firm measures to stimulate the growth of a responsible trade union movement, to protect workers against intimidation and, so far as present shortages permit, to remove the economic causes of unrest.

295. In Ceylon, a strike involving about 24,000 workers (mainly Government daily-paid employees) occurred in Colombo in October, 1946. The strikers sought increased wages and extended trade union rights but they also put forward certain political demands. Apart from one derailment, which involved the loss of four lives, there were no serious acts of sabotage and no rioting, and most essential services were maintained. The strike was short-lived and ended after Government had heard the strikers' grievances and had undertaken to investigate them as early as possible, giving priority to the question of wage revisions.

296. In Africa, strikes involved African railway, harbour and other employees in Mombasa, African Government employees in Nigeria, European workers in the Copperbelt and African employees on the railway in Northern Rhodesia. The Mombasa strike (which was non-union and the causes of which were not immediately apparent) was quickly settled upon an understanding being given by Government that the strikers' claims to increased wages would be investigated immediately. A social and economic survey of working conditions at the port is now being made by an expert from the United Kingdom ; an interim wages award and housing allowance has been granted.

297. The strike in Nigeria began on 21st June, 1945, when demands by the African Civil Servants' Union for increased cost of living allowances and an increased minimum wage for daily-paid workers in Lagos were not met. The strikers returned to work early in August and negotiations were resumed. In October, 1945, a Commission of Enquiry was appointed and the Commissioner, Mr. Tudor Davies, proceeded to Nigeria in the later part of November, with Mr. F. W. Dalley, Assessor, and was followed later by the Statistical Assessor, Mr. G. P. W. Lamb, a Statistical Officer in the Colonial Office. He presented his report in the following April,* his main recommendation being that cost of living allowances should be increased by fifty per cent. This recommendation was accepted and put into effect.

298. The disputes in the Copperbelt began towards the end of 1945, when the European mineworkers submitted proposals for amending wages and other conditions in the existing agreement. Negotiations at first broke down, but were subsequently resumed under the independent Chairmanship of the Industrial Adviser (an official of the Ministry of Labour and National Service temporarily seconded to the Northern Rhodesia Government) ; and the new agreement was accepted and signed by both parties at the end of April, 1946. It did not, however, provide for any increase of wages ; and in the following month the Union put forward a request for increased wages for artisans. Counter-proposals by the management, forming part of a general wage adjustment, were rejected ; conciliation proceedings arranged by the Government failed ; and in mid-July the artisans went on strike. In early August, an offer by the Secretary of State to provide an arbitrator from the United Kingdom was

* Col. 204.

conveyed to both parties and was accepted by the managements. The Union did not immediately respond, and a general strike of all daily-paid workers was declared after the management had indicated their intention to place the mines on a care and maintenance basis unless work was resumed. The African employees at the mines took no part in this strike and work was provided for them throughout its duration. As a result of further negotiations initiated by Government, the offer of arbitration was finally accepted and work was resumed. The arbitration was carried out by Sir Charles Doughty, K.C., whose services were also sought in a further dispute over new proposals by the managements for revised rates of pay for contract miners. The arbitrator's awards in both cases appear to have had a beneficial effect on industrial relations generally.

299. In October, 1945, a strike among African railway workers in Southern Rhodesia spread to certain centres in Northern Rhodesia, but work was resumed after ten days on a promise by the Governor to 'appoint a Commission to investigate grievances. The Commission recommended *inter alia* substantial wage increases, and its recommendations were accepted and implemented by the Railway Company.

300. *The International Labour Office*.—International Labour Conferences were held at Philadelphia in 1944 and at Paris in 1945. Their discussions resulted in the preparation of a comprehensive "Recommendation on Minimum Standards of Social Policy in Dependent Territories". It will be recalled that the International Labour Office had already made four Conventions of specific relevance to Colonial employment (i.e. those relating to forced labour, recruiting of workers, contracts of employment and penal sanctions) and these His Majesty's Government had ratified. It was now proposed to deal in a more comprehensive way with a wider range of subjects concerned with employment and social conditions. A further Conference, held at Montreal in 1946, carried matters a stage further by considering which of the provisions of the 1944/45 "Recommendation" could suitably be transformed into international Conventions. The preliminary texts of five such Conventions were drafted, all of which related to non-metropolitan territories and were concerned with the following subjects: (1) social policy; (2) the right of association and the settlement of labour disputes; (3) labour inspectorates; (4) the application of international labour standards; and (5) the maximum length of contracts of employment. The final texts of these proposed Conventions were reserved for consideration at a subsequent session of the International Labour Conference which has recently been held at Geneva. The text on social policy is designed to hasten the social progress of peoples in non-metropolitan territories and includes provisions for the improvement of their standard of living, minimum wage rates, non-discrimination on racial or other grounds and the development of systems of vocational training and apprenticeship. The Convention on international labour standards advocates the application to non-metropolitan territories of existing conventions covering many aspects of conditions of employment in industry.*

301. The Committee of Experts on Native Labour which co-operated with the International Labour Organisation for several years before the war has been enlarged and become the Committee of Experts on Social Policy in the Non-Metropolitan Territories; it held its first meeting since the outbreak of war in March, 1947. The experts from the United Kingdom included Dr. Margaret

* These Conventions are: Childbirth, 1919; Night Work (Young Persons), 1919; Minimum Age (Trimmers and Stokers), 1921; Medical Examination of Young Persons (Sea), 1921; Weekly Rest (Industry), 1921; Equality of Treatment (Accident Compensation), 1925; Workmen's Compensation (Accidents), 1925; Marking of Weight (Packages Transported by Vessels), 1929; Night Work (Women) (Revised), 1934; Underground Work (Women), 1935; Minimum Age (Sea) (Revised), 1936; Minimum Age (Industry) (Revised), 1937.

Read and the late Sir Granville Orde Browne, who temporarily took the place of Sir Wilfred Jackson. The principal problem considered was that of migrant labour, on which a number of suggestions were made to the International Labour Office. The Committee also studied the texts of the five draft Conventions on social policy in non-metropolitan territories mentioned in the previous paragraph and made recommendations to assist the International Labour Office in preparing the drafts for submission to the International Labour Conference.

302. *International Labour Conventions*.—His Majesty's Government ratified without reservation and applied to all Colonial territories the Forced Labour Convention of 1930. With the end of the war, the special considerations that led to the application of compulsory labour in certain African territories (Nigeria, Kenya, Tanganyika and Northern Rhodesia) ceased to be operative. In Nigeria, conscription was discontinued before the close of the war; in the three other territories it was maintained, though to a dwindling extent, in connection with the drive for increased foodstuff production necessitated by a series of bad local harvests and by the general world shortage. It has now definitely come to an end, the last period of compulsory service having been terminated in September, 1946. The Recruiting of Workers' Convention of 1936 was also ratified by His Majesty's Government and applied to all Colonial territories in accordance with the Declaration submitted with the formal ratification of the Convention. The Contracts of Employment (Indigenous Workers) Convention, 1939, was similarly ratified. Full effect has been or will be given to the Convention in those Colonial territories to which it has been applied without modification.

303. The Penal Sanctions (Indigenous Workers) Convention, 1939, has likewise been ratified. This Convention provides that all penal sanctions for specified breaches of contract should be abolished progressively and as soon as possible, and that all penal sanctions for such breaches by juveniles should be abolished immediately. At the time of the adoption of the Convention, penal sanctions in British Colonial territories had already been considerably reduced and were to be found only in Kenya, Northern Rhodesia, Nyasaland, Tanganyika, Uganda, Zanzibar, Fiji, Seychelles and the Western Pacific High Commission Territories. Since then, considerable progress has been made towards their abolition in some of the territories named. In Kenya, Northern Rhodesia, Nyasaland, Tanganyika and Zanzibar, penal sanctions have been abolished for breaches of contract by juveniles under the age of 16 years. In Northern Rhodesia and Tanganyika, a number of sanctions affecting adults have also been repealed and in Zanzibar penal sanctions for adults, other than those engaged in clove picking operations, have been abolished. It is an aim of policy to abolish all penal sanctions for breaches of contract described in the Convention as soon as possible.

CHAPTER IV

DEVELOPMENT OF ECONOMIC RESOURCES

304. In considering the development of the Colonies in recent years, it has to be remembered that in few territories have strong and varied economies been established or basic economic resources developed sufficiently to provide for the social services and rising standards of living which the Colonial peoples already demand. Political development must remain restricted where people are poor; for effective democracy depends in a large degree on freedom from want. It is also a matter of considerable importance to world security that

non-self-governing regions should be adequately developed. Accordingly, His Majesty's Government has given much attention since the war to the conditions of economic growth in Colonial territories, so that political progress can be sustained and made a reality and the feet of Colonial peoples firmly placed in the path to nationhood.

305. In this effort, the Colonial Office has attempted to ease difficulties arising from deficiencies of shipping, materials and technical skill, to give expert advice on the expansion and increased efficiency of Colonial production, to conduct research and make surveys of potential wealth and generally to overcome the after-effects of war. The poverty of many Colonies, whether in terms of manpower or natural resources, is too little appreciated by the public, as are the difficulties which are bound to be experienced for many years in building up a good material life on the basis of undeveloped economies in which the essential utilities and services have to be created from the most slender beginnings. The Colonial Development and Welfare Acts were designed to help the Colonies in this effort and, as has already been explained in Chapter I of this Part of the Report, substantial planning and practical achievement can be recorded during the past few years. It is not proposed to repeat here the particular aspects of economic development to which assistance under the Development and Welfare Acts is being given ; but it should be recalled that, in the despatch in which he set out for Colonial Governments certain guiding principles for the preparation of 10-year development plans*, the Secretary of State emphasised the fundamental importance of the development of economic resources as a basis for improving social conditions and for political progress.

(a) Immediate Rehabilitation and Supply Problems

306. Plans for restoring peace-time conditions in the occupied territories in the Far East had been made in advance. Two Working Parties had prepared reports (the Young and Brett Reports) containing estimates of consumer goods required by the populations and of equipment required for rehabilitation of transport, communications and public utility services for the first two years after liberation. The technical officers serving on the Planning Units (which had been assembled in London for Borneo, Hong Kong and Malaya) assisted in the preparation of these reports.

307. On the supply side, the War Office assumed responsibility for obtaining all supplies thought necessary for the first period of liberation, i.e. the " military period " assumed to last six months before civil administration took over. Supplies for the post-military period were the responsibility of the civil authorities ; and, since civil governments were not then in being, indents based on the estimates in the Young and Brett Reports for the second six months of liberation were prepared by the respective Planning Units and sent to the Crown Agents for the Colonies for orders to be placed. Most of these indents reached the Crown Agents before the Japanese surrender. Except in special cases, no orders were placed for supplies or equipment beyond the second six months, which, together with the military period, covered the first year of liberation. It was expected that, by the end of that time, the supply and distribution of consumer goods and equipment (except for those items normally purchased by Government) would have returned to commercial channels.

308. In addition to organising the procurement of essential supplies for the liberated Colonial territories, the Colonial Office, in co-operation with the Planning Units, maintained close contact with representatives in London of Far Eastern industrial and commercial enterprises and made arrangements

* Cmd. 6713.

for the earliest possible return of their supervisory staff and for priorities to obtain and ship equipment essential to restart production and trading activities. Key-men in the rubber planting, tin mining and engineering industries in Malaya and elsewhere were given early release from the Armed Forces to return to the liberated territories. The Rubber Growers' Association played an important part in the rehabilitation of the rubber industry, with the formation of the Malaya and Borneo Rubber Estate Owners Companies. The Malayan Chamber of Mines and the British Association of Straits Merchants also put their services at the disposal of the Government.

309. The rate at which rehabilitation proceeded depended on many circumstances and varied from area to area. In Hong Kong, where Civil Government was resumed in May, 1946, normal economic life was restored with the most remarkable speed. By the end of 1946, industrial production (consisting of the two heavy industries of engineering and shipbuilding and various light industries, such as textiles and the manufacture of rubber shoes) which had been brought virtually to a standstill during the Japanese occupation was restored to between 20 per cent. and 50 per cent. of the pre-war level. The value of trade in the same year was over double that in 1936 and half as much again as those for 1939. In this Colony, however, and to a still greater extent in Malaya and in Borneo, the full restoration of economic activities was handicapped, in some cases severely, by the loss of equipment, by shortages of transport, raw materials and food supplies and by the scarcity and high cost of labour. An industry particularly affected by these difficulties was tin mining in Malaya. By the end of 1946, production, which in peak years before the war had risen to between six and seven thousand tons per month, had only reached a monthly figure of one thousand tons and the increase expected throughout 1947 was relatively small. Apart from labour difficulties, the major deterrent to increased production was the inevitable delay in replacing dredges and other equipment which had been lost or sabotaged during the war and the reoccupation. The Malayan rubber industry, on the other hand, being less dependent upon imported materials for its effective operation, made rapid strides and by the first quarter of 1947 production was running at the rate of nearly 650,000 tons per annum, *i.e.* about 15,000 tons above the 1939 quota under the International Rubber Regulation Agreement.

310. To both the rubber and tin industries, as well as to various minor industries in Malaya, Government has provided financial and other assistance to speed up rehabilitation. Out of the total sum of 71 million Straits dollars applied for by the tin industry, for example, loans amounting to over 35 million dollars had been approved by the end of the period under review. Steps have also been taken to assist the palm oil industry and the pineapple industry.

311. As the occupied territories in the Western Pacific fell within the American theatre of operations, no formal arrangements were made in London, prior to the Japanese surrender, for the reoccupation of the Gilbert and Ellice Islands and the Solomon Islands. A stockpile of trade goods had, however, been accumulated in Fiji with financial assistance from the British Exchequer; and upon the restoration of civil government measures were immediately taken to start the flow of trade, which involves, for the most part, the exchange of copra for imported consumer goods. In the Gilbert and Ellice Islands, a Government Trade Scheme is being maintained and expanded, with financial assistance from the Treasury for the purchase of small craft and equipment. In the Solomon Islands, commercial undertakings are being encouraged to resume trading operations.

312. There was considerable war damage throughout the Far Eastern territories (particularly in North Borneo) and in the Western Pacific territories.

In Malaya, a War Damage Compensation Commission was set up to receive claims by 31st May, 1947, and to submit a report to the Government as soon as possible thereafter. There are similar Commissions for Hong Kong and the British territories in Borneo. Compensation arrangements are also being made in the Western Pacific territories. The plight of other important territories should be mentioned. Malta, which suffered severely in damage to property and life, has plans to make good the devastation which include a remarkable scheme for restoring Valetta. Reference has already been made to His Majesty's Government's grant of financial assistance to Malta.

313. In the Colonial Empire as a whole, the general shortage of basic food supplies and essential goods still continues to give rise to anxiety and to restrict economic activity, including the production of vitally needed export products. The Colonial Empire is a large net importer of cereals and also imports substantial quantities of meat and dairy products and other foodstuffs. The war time allocation system for most of these foodstuffs continues under the International Emergency Food Council and appropriate steps have been taken to ensure that the Colonies receive a fair share of available supplies. None the less, the shortage of rice has caused severe hardship, particularly in the Far Eastern territories, and rations have had to be maintained at considerably below normal pre-war consumption levels. The co-ordination of rice and flour supplies between the Far Eastern territories has been, since early in 1946, the particular concern of Lord Killearn, the Special Commissioner for South East Asia.

314. Apart from foodstuffs, the Colonial Empire is still seriously short of its requirements of certain basic manufactured goods of which textiles present the most serious problem. From the end of 1946, cotton yarn and cotton piece goods were no longer subject to international allocation and control by the Combined Textile Committee in Washington. World production has not, however, been keeping pace with world demand and production difficulties, both in the United Kingdom and in India, have progressively reduced the amount of textiles available for export. Some relief has been got from United States supplies; and Japan is now re-entering the market as a large textile producer. Considerable quantities of Japanese textiles are, in fact, now being exported, some in the form of grey cloth which is shipped to the United Kingdom for finishing and then re-exported under allocation to the Colonial Empire. The fact, however, that the United States and Japanese supplies have to be purchased in dollars raises a problem of exchange, the wider aspects of which are referred to, in relation to Colonial trade, in Chapter V.

315. Other essential imports into the Colonies include agricultural machinery and crawler tractors, tools, railway equipment, general purpose machinery, fertilisers, cement, iron and steel. A general shortage of these supplies continues. As a war-time measure, and in order to ensure that essential requirements were met, agricultural machinery, crawler tractors and railway equipment had been programmed and a system of international allocation introduced. This system ceased for agricultural machinery and crawler tractors in 1945, when the special military priority enjoyed by certain Colonial railways for new equipment and spares was also discontinued. Colonial requirements of hand tools manufactured in the United Kingdom were also programmed and subject to allocation; but early in 1946 export control in the United Kingdom was lifted and the system of programming and allocation was discontinued. This did not, however, mean that all Colonial requirements could be met without difficulty. On the contrary, delays and difficulties in fulfilling essential Colonial orders are severely impeding export programmes and rehabilitation and development plans.

316. The shortage of fertilisers (which, with the exception of the nitrogenous types, will before long be removed from allocation control) is also causing

considerable anxiety to Colonial farmers and threatens to reduce production of essential crops, such as sugar. As regards cement, whilst lack of shipping facilities was the main difficulty in meeting Colonial requirements until the later months of 1946, an increased demand in the United Kingdom has resulted in a reduction in exports to the Colonies by 50 per cent. Perhaps the most basic and the most serious shortage in the Colonies is of iron and steel. Large quantities of steel sheets, conduits, steel wire, nails and other types of semi-manufactured iron and steel are needed for maintenance work and for development schemes. These, particularly steel sheets, are in very short supply and there is no prospect of meeting all Colonial demands in the immediate future.

317. Thus, nearly two years after the end of the war, difficulties in fulfilling essential import needs continue to retard progress in the Colonies, not only in the repair of war damage and accumulated arrears of maintenance, but also in the rehabilitation of export industries, in the expansion of essential agricultural production and in the conversion of plans for development and welfare into concrete schemes. There is practically no aspect of economic activity in the Colonies which is not affected by basic shortages of imported materials; and the sections which follow must be read with the limitations which this imposes on economic development well in mind.

(b) Economic Development Policy

(i) Agriculture

318. Agriculture is by far the most important industry in the Colonial Empire and the improvement of agricultural productivity has clearly to occupy a leading place in any schemes of Colonial development. With the particular object of facilitating the consideration by Colonial Governments of their post-war agricultural policy, a memorandum (prepared in consultation with the Advisory Committee on Agriculture, Animal Health and Forestry) was despatched to them in 1945 setting out the governing principles on which such a policy should be based. In the light of past experience, and having also particular regard to the recommendations of the Hot Springs Conference of 1944, the main objectives of a coherent agricultural policy were summarised in the memorandum as:—

- (1) the preservation and improvement of the productive powers of the basic natural resources of the country;
- (2) the social welfare and advance of the peoples; and
- (3) the economic use of the land and labour available, i.e. the use in such a way as to produce the maximum return in real value.

The translation of these principles into action is fully reflected in the agricultural sections of the development plans which Colonial Governments have been preparing during the period under review. Space prevents any detailed résumé of the measures proposed; but reference can be made briefly to the more important measures required under each head.

319. Under (1) are included plans to combat soil erosion (a problem of great magnitude and urgency) and other measures to improve soil fertility, particularly by the development of balanced mixed rotational farming; the replacement of phosphate and other soil deficiencies (the chief problem here lies in the introduction into African peasant agriculture of fertilisers, and particular interest is attached to the experiments carried out by the East African Industrial Research Board on the possibilities of making a suitable fertiliser from the large phosphate deposits at Tororo in Uganda); the large scale draining of low-lying areas otherwise suitable for agricultural use; the restoration of areas abandoned owing to erosion; irrigation and water control; the teaching of improved

methods of agriculture and the introduction, where appropriate, of mechanised agriculture. The implementation of (2) involves the encouragement of co-operatives (to which further reference is made below); the economic production of protective foods of high nutritive value (particular interest here attaches to the experiment in the Gambia, financed from research funds, where nutrition and agricultural experts are associating in field tests); and the establishment of satisfactory systems of agricultural credit. Much remains to be done on this last point, but a special study of it was made by the Colonial Economic Advisory Council in the light of experience in the Colonies and in other territories in Asia and the Middle East and their report has recently been sent to Colonial Governments. The important bearing of co-operative development upon this aspect of agricultural improvement is referred to in section (c) below. The success of these policies will depend to a large measure on the work of Colonial Agricultural Departments and accordingly on the restoration and expansion of pre-war establishments. This has been a limiting factor which can only be repaired as new recruits complete their specialist training. In this training, it is now recognised that agricultural officers should receive special instruction in methods of translating the teachings of science into the practice of husbandry and funds have been provided under the Colonial Development and Welfare Acts for the training of an officer to assume the post of lecturer at the Imperial College of Tropical Agriculture, Trinidad, on extension or advisory work amongst Colonial farmers.

320. Reference should also be made to two important developments in the organisation of agriculture in Africa. First, as a result of the report of a Mission* appointed in 1946 to investigate the practicability of the mass production of groundnuts in East and Central Africa, His Majesty's Government has decided to proceed with the development of approximately $3\frac{1}{2}$ million acres of land in Tanganyika, Northern Rhodesia and Kenya by mechanised cultivation with a rotation of groundnuts and grasslands and with regular application of fertilisers. While the immediate reason for launching this scheme is the urgent need for new supplies of fats for the United Kingdom, His Majesty's Government believes that its long-term importance may lie even more in the practical demonstration it will provide of the improved productivity, health, social welfare and prosperity which scientific agriculture can bring to Africa. The initial stages of the operation have been entrusted to a commercial organisation acting as agents for His Majesty's Government; but it is intended to transfer management as soon as possible to a Corporation wholly owned and financed by His Majesty's Government. It is recognised, however, that it would be objectionable to place the development of large areas of African territories under the permanent control of an organisation from outside the territories and His Majesty's Government intends that the undertaking should be transferred to the Colonial Governments concerned at a time and in terms to be agreed upon in the light of experience of the working of the project. This is envisaged as a step towards the more distant goal of transferring the undertaking to the people themselves, possibly on a co-operative basis, which would ensure continuance of the full benefits of large-scale mechanised and scientific production.

321. Secondly, the Government of Nigeria has taken powers to purchase from the Custodian of Enemy Property the ex-German plantations in the Cameroons and to establish a public Corporation to which these properties will be transferred on long lease, with the special obligation to develop them for the benefit of the people of the Cameroons. It is also intended that the membership of the Corporation will become progressively more representative of the inhabitants of the territory. Here again is a venture which, by offering an alternative to plantation development by non-African private enterprise or small-scale

* Cmd. 7030.

cultivation by African peasants, is of the greatest potential importance to the future of the Continent.*

322. Amongst other long-term developments is the plan to extend the cultivation of tung, the oil from which is required for the manufacture of paints and varnishes, in the northern and sparsely populated areas of Nyasaland and to establish a public company or corporation as soon as the experimental stage has been successfully passed; and a proposal for the utilisation of abundant supplies of kelp (seaweed) which are found in the Falkland Islands. The basic importance of water supplies to the long-term development of agricultural resources in the Colonies has been mentioned in the preceding Chapter. The Government of Kenya has set up a Water Resources Board to recommend water improvement schemes; hydrological surveys have been taken in Nyasaland and Uganda; and drainage and irrigation schemes are prominent features in the 10-year development plans of many Colonies. Progress has already been made in construction works, notably in Cyprus and in East and West Africa. In Cyprus, for example, over 150,000 acres have recently been provided with irrigation water.

323. In its more short-term aspects, the immediate post-war period has not seen any marked change in the tasks demanded of agriculturists in the Colonies. The continued and growing difficulties of the world food situation make imperative the continuance of endeavours to maintain food production for local consumption at the highest possible levels. War-time measures, imposed under Defence Regulations, have had to be discontinued but the importance of local production of basic foods (particularly of foods with a high nutritional content) continues to be stressed by all Colonial administrations. There has also been a continuance of the campaigns for the destruction of locusts in East Africa, carried out by the East African Anti-Locust Directorate as part of the general operations against the present outbreak of the Desert Locust. The Anglo-Belgian Red Locust Control Centre at Abercorn successfully prevented an incipient outbreak of the Red Locust in the Lake Rukwa area. Both these operations involved arduous work under most difficult conditions and the very limited extent (as compared with past losses) to which the food crisis has been intensified by the destruction of African crops by locusts is a measure of the value of the work done both by those concerned in Africa and by the Anti-Locust Research Centre in London, which has been responsible for the technical direction of operations.

324. As far as the production of export crops is concerned, the main characteristics of the period under review have been a demand for maximum production of most crops, coupled with the intensification of more long-term measures designed to improve the efficiency of cultivation and processing of the crops. The demand has been greatest in the case of oilseeds. Reference has already been made to the East Africa groundnut scheme. The production of oilseeds in West Africa formed the subject of study by another Mission which visited the area in August, 1946.† On the purely agricultural side, their recommendations were in the main for continued concentration on the measures already in hand for persuading growers to adopt improved methods of cultivation and of extracting palm oil either through pioneer oil mills or by hand presses. They also drew attention to the possibility of growing groundnuts by mechanised means in the Gambia and this is being further investigated. The tropical oilseeds industries of the Far East and Western Pacific suffered under the Japanese occupation; but the local Governments have provided facilities for the rehabilitation of the oil palm plantations of Malaya and the smaller coconut plantations in the Solomon Islands. Grants have been made for the extension of oil palm research in West Africa.

* The announcement of His Majesty's Government's intention to create a Government-financed Colonial Development Corporation falls outside the period of this Report.

† Col. 211.

325. There has been little scope for the Colonies to contribute to the relief of the world shortage of cereals, except in so far as they have been able to produce more grain or rice for local consumption. In East Africa, prices for maize and wheat have been guaranteed until 1949 to encourage maximum planting. Production in the Highlands of Kenya has already increased considerably and the area under maize in Uganda has expanded. Rice production in Ceylon, British Guiana, Malaya and Sierra Leone has been extended. Production in the sugar-producing Colonies has been gradually recovering, though it is still hampered in some areas by shortage of labour and by a general lack of fertilisers. In Mauritius, funds were provided by His Majesty's Government (in part by way of grants and in part by way of loans) to off-set the hurricane losses of 1944 and 1945, and by the local Government to finance rehabilitation of the factories. Steps are being taken to establish an insurance fund to minimise the financial losses of future hurricanes. The necessity of further improving the efficiency of the Colonial sugar industry is recognised and plans have been formulated with West Indian sugar interests for the development of research in sugar technology on a comprehensive basis. The Jamaica Food Yeast factory has also started operations; and although initial difficulties were met, production from molasses is now steadily increasing. The rehabilitation of the Jamaica banana industry is also being undertaken and a hurricane insurance fund has been established out of profits made on sales after the United Kingdom market was reopened. A comprehensive research scheme for developing new strains of bananas immune to Panama disease will shortly be launched.

326. Cocoa production offers good prospects for many years to come, but because of the serious spread of a virus disease (Swollen Shoot) in the Gold Coast much depends on the results of research work now being carried out in the West African Cocoa Research Institute and at the Imperial College in Trinidad. In accordance with the recommendations of the Cocoa Research Conference of 1945, the work is being planned on co-ordinated lines. In West Africa, survey work by the Institute has been completed and campaigns for cutting out diseased trees begun. It is considered that the measures now being employed will be effective in controlling the spread of the disease and it is hoped in time to evolve disease-resistant or immune strains of cocoa.

327. On fibres, where there has continued to be a demand for maximum output, long-term plans have centred round proposals, still under discussion, for the establishment of a sisal research station in East Africa. The nascent manila hemp industry of North Borneo was badly hit by disease during the Japanese occupation and the measures required for its rehabilitation have been investigated by Dr. Magee, a distinguished plant pathologist from New South Wales.

328. The remarkable recovery made in the production of rubber in Malaya has already been referred to. The restrictions on replanting and on new planting of rubber have been lifted and, in the course of 1946, a special investigation was made into the small-holding industry in Malaya.

(ii) *Animal Husbandry*

329. The development of mixed farming is the accepted policy in many Colonial areas, both for improving the diet of the peoples, which is at present lacking in proteins, and for maintaining soil fertility and developing sound systems of husbandry. One serious obstacle to the increase and improvement of stock is the menace of disease and drought. In many Colonies, where large herds are kept by their owners under conditions of free grazing, without supplementary feeding stuffs, such major diseases as rinderpest, bovine pleural-pneumonia, foot and mouth disease and the tick-borne diseases have been responsible for very heavy mortality. A further serious loss has resulted from time to time from the drying-up of pastures and of water holes through the long

droughts which are commonly experienced in some of the African territories. The first objective of veterinary policy must, therefore, be to improve water supplies so far as possible and to obtain such control over disease as to justify more intensive efforts in the development of herds both in quantity and in quality.

330. For the last thirty years, the staffs of Colonial veterinary departments have, in the face of considerable difficulties, carried out quarantines, inoculations and other campaigns against animal diseases and considerable progress in the control of many of these diseases has resulted. Some idea of the scale upon which inoculations have been carried out can be obtained from the figures of serum doses issued in two areas. In Kenya, over 6 million doses (including some for use in the other East African territories) have been prepared and in Nigeria nearly 1½ million doses have actually been used in animal inoculations. The majority of these inoculations convey life-long immunity from the disease for which they are specific. Each year, however, the younger and still susceptible animals must be immunised and this has to be continued until the reservoirs of diseased animals have been eliminated.

331. There is a further obstacle to the development of animal husbandry in the Colonies. Cattle in many areas are regarded as establishing the owner's status in the community and in these areas it is difficult to secure a recognition of the fact that stock should be looked upon as an economic asset capable of development by improvement in quality and by means of improved methods of management. Improvement in the quality of African-owned herds must remain difficult until a complete change in the outlook of their owners has been secured.

332. A start has been made with the development of animal industries in several directions. With hides and skins, owners in East and West Africa are being taught how to remove animal skins without causing cuts or other damage and quality is being improved by the extension of shade drying. Demonstrators have been trained and put in charge of small stations in cattle districts to which hides can be brought for treatment. Although quality difficulties remain, the effect of this gradual spread of knowledge in the treatment of hides and skins has already resulted in better prices and in increased exports.

333. Although in most Colonial territories the unimproved herds yield very small quantities of milk, there has in most areas always been a surplus of milk over local needs. This it is customary to manufacture into clarified butter (ghee). In most cases, manufacture takes place under primitive conditions and the product was until recently unsatisfactory for the export market. Instruction in simple hygienic methods of ghee-making has yielded good results and encouragement has been given by the establishment in certain areas of small dairies (again in charge of trained local staff) in which the cream is separated and churned into butter for pasteurisation and packing in sealed containers. Some exports of the resultant product have been made to the United Kingdom. In certain particularly suitable areas, fresh butter is now being manufactured and in Kenya the butter industry, which was started by European settlers, has been supplemented by supplies from African-owned herds. A growing export trade in butter is being built up. In East Africa and elsewhere there have been substantial developments in distribution of fresh milk for local consumption, particularly in Jamaica, where a local condensed milk factory, started before the war, is now well on the way towards supplying the major part of the Colony's requirements of tinned milk.

334. As regards beef supplies, the average unimproved beast yields a very small return in edible food. Nevertheless, supplies in many Colonial territories were increased during the war to meet military needs and in East Africa a

canning factory has been established which draws stock from Kenya and Tanganyika and Uganda and is packing increased quantities of canned meat for export. Bacon industries are also being established in some Colonies, chiefly to supply local needs. A limited export trade is also developing.

335. There is a growing realisation amongst some stock owners that the maintenance of improved herds yields substantial economic returns and there is a prospect that even amongst the least advanced cattle-owning peoples progress will continue. But developments, if they are to be on sound lines, must be gradual. There is no possibility, for example, of speeding up improvements in the quality of stock by the introduction of highly bred animals from Europe. Improvement in Colonial stock must come from selective breeding within the existing herds (which possess two important assets—a resistance to local climatic conditions and immunity in varying degrees to local disease) and by the improvement of the animals' food either by the improvement of pastures or through the provision of supplementary rations, particularly during the dry season. Equally, the education and the enlightenment of stock owners must be provided. In Africa, stock is held in small and widely scattered communities and the average area of land required for grazing one beast is about 20 acres. Experience has, however, shown that, by the adoption of sound animal husbandry practice, the carrying capacity of some land can be increased reasonably quickly and that economic benefits can be secured therefrom.

336. Developments in veterinary research have already been referred to in Chapter I of this Part. Mention should be made here of a visit by Professor Miller of the Royal Veterinary College to the West Indies to examine animal husbandry progress, and of a visit to Ceylon by Mr. Wright of the Hannah Dairy Research Institute. The first of two reports prepared by Professor Miller on the West Indies has already been issued and Mr. Wright's report on "Dairying in Ceylon" has been circulated to all Colonial territories.

(iii) *Forestry*

337. The organised development of forests in the Colonies did not begin until relatively late. Even by the outbreak of the first world war, little had been done to legislate for the preservation and controlled exploitation of forest resources or towards establishing Government Forestry Departments, and it was only during the inter-war period that the recruitment and training of European Forestry Officers with high qualifications were put on a sound basis, along with the training of local subordinate staff as Foresters and Forest Rangers. This historical fact has created certain difficulties in carrying out what is now recognised to be the general intention of forestry policy, namely, the provision, on the one hand, of adequate protection for the total land area and the supply, on the other hand, of timber and forest products to meet domestic needs and to develop an export trade. Colonial Governments have found that the essential preservation of forest areas has been impeded by the alienation of forest land to private owners, as well as by the established practice of shifting cultivation which operates in territories where the land is commonly owned. Valuable forest resources have thus been wasted, and the development of both internal and export trade in forest products has been impeded.

338. Some progress was made during the war in the economic development of Colonial forest resources. Imports of timber were severely cut or stopped altogether and domestic requirements had so far as possible to be met from domestic resources. Military needs also led to increased exploitation. The result was that attention was focussed on the utilisation of indigenous supplies of timber, and lines of development were sought which had been previously neglected. Although Colonies will have to continue to rely upon outside sources for their requirements of soft woods (which are non-tropical in origin)

there is, undoubtedly, a wide domestic demand for indigenous timber. Important developments on these lines have already taken place in Trinidad, where a sound forest policy for the growing of teak, as well as of several indigenous timbers, is making very satisfactory progress.

339. Except in Malaya, the old system of forest control encouraged the development of a timber trade based almost exclusively on the export of luxury and special-purpose timbers, and led to forest land being held by licensees and only partially worked whilst, at the same time, the forests were deprived of their most valuable species without effective regeneration. The new policy (which has been brought into force in Nigeria and in the Gold Coast and which it is hoped will in time be adopted generally throughout the Colonial Empire) aims at securing exploitation on a more satisfactory basis by ensuring that the exploitation of leased or licensed forests proceeds successively in systematic blocks from which all useful timbers are first extracted and which are then taken over by the Forest Departments for silvicultural operations to maintain their yield. The more valuable species of timber, such as mahogany, will still be available for the export market ; but many other species, which, whilst falling below export standards, are suitable for local purposes, will be cut and marketed locally.

340. War-time developments for the use of ply-wood, pulp and chemical derivatives have created new openings for local forest industries and in turn will make for the more economic exploitation of Colonial forests. In this connection, officers of the Forest Products Research Laboratory of the Department of Scientific and Industrial Research paid visits to certain African dependencies to consult with local Forest Departments on the opportunities for improving saw milling equipment and increasing the use of the secondary species and there have been enquiries by private interests into the possibility of establishing ply-wood factories in various dependencies. One project at Sapele in Nigeria is nearing completion and the possibilities in British Guiana are under investigation.

(iv) *Fisheries*

341. As in the case of timber, the development of Colonial fisheries presents an apparent paradox. On the one hand, there is no Colonial territory which does not have either a seaboard or access to a large inland waterway. Fishing is, therefore, a universal industry. On the other hand, many Colonial territories are substantial importers of dried or salted fish for consumption chiefly by the poorer sections of the population. The reason for this is partly that the fish of warmer seas are not so abundant as those of more temperate (and particularly of sub-polar) waters, and that the bottom-living fish of the tropics, unlike those of more northern waters, are not usually found in *der se* shoals and cannot therefore be caught by European trawling methods. There is, however, good reason to believe that there are considerable supplies of fish in nearby Colonial waters awaiting exploitation ; and that the only obstacles to the development of local fishing industries are lack of knowledge and poor fishing methods. The aim of Colonial fishery policy must therefore be to improve knowledge of available stock and its location ; to introduce improved fishing methods and to remove difficulties of preservation and transport in tropical conditions.

342. Again, an impetus towards increased exploitation of domestic resources was given by the war. Imports of fish had to be severely cut and the general deficiency of protein in the diet of Colonial populations became increasingly apparent. The Colonial Fisheries Advisory Committee (which was set up in 1942 to advise the Secretary of State on all questions connected with the development of marine and fresh water fisheries in the Colonies) has already surveyed the general field of Colonial fisheries. Recognising that the scientific

investigation of fishery resources is a long-term problem, the Committee has suggested that attention should first be directed to the expansion of local fisheries by the indigenous population and that only in cases where this failed should the co-operation of outside interests and capital be invited. The Committee's specific recommendations have been adopted and carried into practice so far as the limited resources of men and material permit. The first step was the appointment of Fisheries Advisers in the Colonies to survey local fisheries and to suggest improvements in fishing methods, fish preservation and local marketing. Such preliminary surveys have already been completed in the West Indies, Mauritius, Seychelles and the West African Colonies. There has also been introduced a system of collecting statistics which is considered essential for the development of fisheries on economic lines. A course of instruction for Fisheries Officers has been started in the United Kingdom and a number of candidates are now in training. Progress in individual fishing industries includes the establishment in Hong Kong of a semi-co-operative marketing scheme which has facilitated the rapid revival of the industry.

343. The Colonial Fisheries Advisory Committee also recommended the establishment of Colonial fisheries research stations. One such station is now being established on Lake Victoria at Jinja, Uganda, to investigate the lake and river fisheries of East Africa. Proposals are under consideration for a research station in West Africa, and plans for further stations will be completed as scientific staff become available. In marine biology, as in other sciences, the war has left a great dearth of experienced workers. The shortage of building materials is a further limiting factor. In the meantime, it is proposed to carry on such investigations as are possible by means of research vessels. One such vessel is now nearing completion in this country and will undertake a two-year survey of the fishing banks between Mauritius and Seychelles. The cost of the survey is being met under the Colonial Development and Welfare Acts and it is intended that all further research schemes should be financed wholly or in part from this source.

(v) *Mining*

344. There is perhaps no branch of economic activity in the Colonies which has greater potentialities for bringing good or ill to the social organisation and welfare of Colonial peoples than mining. Particularly, therefore, as it was expected that there would be an immediate increase in mining development in the post-war period, it was decided to review the established practice and to issue guidance to Colonial Governments on the major points to be taken into consideration in framing future plans.

345. A Statement on Colonial Mining Policy* was sent to Colonial Governments in 1946. This laid particular stress on the importance of Government maintaining adequate control of mining at all stages in order to ensure that mining enterprises were carried on in the interests of the territory and for the benefit of the community at large. In particular, it emphasised the importance of geological surveys (central developments in this field have already been described in Chapter I of this Part); it urged Governments of territories where legislation did not provide for the reservation of mineral rights in the sale of public or Government lands to consider the adoption of such legislation and set out the principles on which the recovery of mineral rights which had passed into private hands might be considered; and it enumerated the standards to be kept in mind in framing mining policy and urged that Colonial Governments should be ready, where necessary, to undertake mining operations on their own account. On the question of granting mining leases, it suggested that applicants should be obliged to establish their technical qualifications and that

* Col. 206.

leases should not be for more than 21–25 years in the first instance and should provide for a minimum “dead rent”. The statement concluded by stressing the importance of social factors and labour conditions in mining communities and examined the principles on which mining enterprises should be taxed, stating as a general aim that the system of taxation should have sufficient flexibility to meet the changing fortunes of mining and advising that more attention should be paid to the assessment of royalties.

346. Turning to individual minerals, the period under review saw the re-establishment of the tin industry in Malaya with the assistance of loan facilities from Government (although, as already stated, the resumption of normal output has unfortunately been seriously hampered by equipment and labour difficulties). The copper industry of Northern Rhodesia did not, as was at one time feared, face a recession of demand when the war ended. The companies concerned have started new development work and it is proposed to erect further refinery capacity in the Copperbelt. Gold production has taken a higher priority and the Governments of those territories which have established gold-mining industries have been asked to facilitate their operations. There have been promising developments in British Guiana, following upon new discoveries of gold-bearing strata in the Cayuni Valley area. The scheme under which the Gold Coast gold mining industry was “concentrated” during the war to save fuel oil was terminated in March, 1946. The freeing of the Mediterranean to shipping also allowed pyrites exports to restart from Cyprus. Production of bauxite in British Guiana and in the Gold Coast continued (although on a reduced scale) and plans for the establishment of bauxite mining in Jamaica only await the passing of a Minerals Ordinance. Substantial new discoveries of lead have been made on the leases of Uruwira Minerals, Ltd., in Western Tanganyika, and an agreement has been made between the Company and the Government of Tanganyika providing for an extension of the railway system to the mine. Very substantial deposits of diamonds in Tanganyika were also confirmed during the period under review, and are now being worked in large quantities.

347. In the field of mineral oil, there has been since the war a revival of interest in the oil possibilities of the Colonial Empire. In the Far East, where fields and installations were damaged or destroyed by the Japanese invasion, rehabilitation has gone ahead rapidly and it is proposed to erect a large modern refinery in North Borneo. Trinidad production of high octane spirit continues. Elsewhere, the working obligations of exploration licences held by oil companies in Aden, Cyprus and Palestine, which were suspended during the war, have been revived and exploration is proceeding. Interest has also been aroused in the oil possibilities of the Bahamas by the discovery of oil in Florida. Eight British and American companies have been granted oil exploration licences over the land and sea areas of that Colony and are now actively engaged in exploration with the use of the latest devices. Expert technical advice is being taken on the possibilities of developing the Government-operated coalfield at Udi in Nigeria. The future development of the coal resources of North Borneo and Sarawak is also being investigated. Investigations have been made into the coal deposits in Ufipa in Tanganyika, but it may prove that the quality of the coal does not justify mining.

(vi) *Development of Secondary Industries*

348. The Colonies, as has been said, are primarily agricultural, and they must continue to rely on agricultural production, at any rate for the present, for their main source of national wealth. That does not, however, mean that the total income of particular Colonies cannot be enhanced by the improvement of existing industries or by the introduction of new ones. “Generally speaking,”

says the Report of the Preparatory Commission on World Food Proposals,* "at least in densely populated areas, industry should expand rather faster than agriculture, both because it is common experience that, as family income rises, a decreasing proportion goes to buy food, and because, as modern farming methods are brought in, fewer workers will find occupation on the land." These comments are perhaps more applicable to Eastern Europe or to parts of Asia than to, say, the African Colonies. Nevertheless, the encouragement of soundly conceived secondary industries in the Colonies generally is an essential part of Colonial development policy.

349. The setting up of local industries, especially in the Colonies outside Africa, had gone some distance before the war; but the war gave a considerable impetus to certain new forms of industrial development (particularly in connection with the processing of locally-grown products for civil or military consumption) which pointed the way towards a peace-time policy. In order to provide guidance to Colonial Governments on the principles which should govern their post-war plans, the Colonial Economic Advisory Committee was asked, in the closing months of the war, to review the situation and consider various means whereby Colonial Governments could assist in establishing sound manufacturing industries. The results of the Committee's discussions were incorporated in a memorandum which was circulated to Colonial Governments in February, 1946. The general purport of this was that the development of manufacturing industries was of prime importance in the interests of diversifying Colonial economies; that such industries should as a general rule be planned so as to be competitive with similar industries elsewhere; but that a certain degree of Government support in securing their initial establishment in the face of external competition was permissible.

350. The methods of assistance advocated in the memorandum were not new. They had, indeed, been adopted for many years by some Colonial Governments in respect of one or more locally established industries, and had also been discussed by various organisations set up by Colonial Governments to study and formulate industrial policy. In East Africa, for example, an East African Industrial Council (established during the war with, as subsidiary bodies, the East African Industrial Management and Industrial Research Boards) produced for consideration by the East African Governments in 1945 a report containing recommendations for the future development of industries in East Africa. In Northern Rhodesia, industrial possibilities were examined by a South African economist and an Advisory Committee on Industrial Development was subsequently established to survey the range of existing and potential industries and to recommend steps to start new industries.

351. In West Africa, Departments of Commerce and Industries have been established in Nigeria and the Gold Coast and, as part of the Nigerian development plan, funds are being provided for the improvement of indigenous industries, particularly the village textile industries and the village pottery and brick and tile industries. The Government of the Gold Coast has also established an Industrial Development Board to assist, from public funds, native industries capable of development (such as furniture-making, weaving and the manufacture of boots and shoes), and in Sierra Leone a Council has been established whose powers include making loans to assist any local industry which appears to have a possibility of sound development but which fails to obtain funds through the usual commercial channels. In the Mediterranean and Middle Eastern territories, there was a notable growth in secondary industries in

* Cmd. 7031.

Palestine during the war and there are several industries well established in Malta. The establishment of a Trade and Industry Department is under consideration as part of the Cyprus development plan.

352. The problem of developing secondary industries in the West Indies has been considered by the West Indian Conference and by the Caribbean Commission, both of which have recommended active Governmental encouragement, particularly by research expenditure and by concessions on taxation. A Minor Secondary Industries Committee has been established in British Guiana to explore the possibilities of extending the existing mining industries and developing new ones. The Government of Jamaica has set up a Department of Commerce and Industries with power to give financial assistance to new industries. In Barbados, assistance has been given from Colonial Development and Welfare monies for the erection of a small spinning plant and also for the development of the local pottery industry. The increased public interest in the industrial development of the Colonies is indicated by the formation in Trinidad of a privately-financed development Company to promote industrial undertakings in the Colony.

353. In the Eastern Colonies, the development of secondary industries has been reviewed in Mauritius by a Committee established by Government and in Ceylon by a special sub-Committee of Ministers. Departments of Commerce and Industry have been established in both Singapore and the Malayan Union. The satisfactory progress made in the restoration of industry in Hong Kong has already been recorded. Further expansion and the development of new industries in that Colony can be expected with some confidence.

354. The provision of cheap sources of power must play an important part in the establishment of secondary industries. On the whole, Colonial territories are deficient in supplies of oil and coal and the use of timber as fuel is wasteful. Special importance therefore attaches to the development of hydro-electric power and surveys are at present in hand in East Africa, Northern Rhodesia, the Gold Coast, Borneo, British Guiana and in some West Indian Colonies.

(c) Co-operation

355. One of the most hopeful lines of advance for the improvement of Colonial production and for the development of commercial and trading activities by Colonial peoples themselves lies in the expansion of co-operative practice. Before the war, co-operative societies had been established in a number of Colonies and there were also a few rural loan banks on semi-co-operative lines. Ceylon and Mauritius were the first territories to establish co-operative credit societies on the pattern of Indian legislation; and, as a general rule, the co-operative legislation in force in the Colonies before the war was based on the same model. In Africa, however, the main emphasis was on producers' co-operatives and not on those for affording credit facilities. Steady progress was being achieved; but only the fringe of producers of staple crops, such as cocoa and oil seeds, had been touched and co-operative membership was disappointingly small.

356. During the war, further advance was made in producers' co-operation in Nigeria and the Gold Coast, where the number and membership of the societies increased along with the tonnage of export crops handled under Government marketing schemes. In Ceylon and Cyprus, the organised co-operative movement has made sound progress and during the war was of considerable help to Government in the distribution and price control of food and agricultural supplies. In Ceylon, the number of retail stores rose from 38 in 1942 to over 4,000 in 1946. In Cyprus, the collection of cereals

surplus to the requirements of the producers was put in the hands of co-operatives; they were also used for the distribution of controlled commodities and, by means of a vigorous savings drive, the Co-operative Central Bank was able to help Government finances by buying Treasury bills.

357. Shortage of staff and a multitude of other wartime preoccupations prevented Colonial Governments from devoting to the co-operative movement the amount of attention it deserved. Plans were, however, laid for the future. During 1944, Mr. W. K. H. Campbell, at one time joint-Registrar of Co-operative Societies in Ceylon, was commissioned by the Colonial Office to make a detailed study of co-operation in the Colonies. His report was circulated to all Colonial Governments and a strong Office committee was appointed to consider how best the spread of co-operation in the territories could be furthered. As the result of their deliberations, plans were drawn up for the recruitment and training of staff and a model Ordinance, based largely on the Ordinances already in force in certain dependencies, together with model rules, was prepared and circulated to all Colonial Governments in despatches dated 20th March and 23rd April, 1946.* In these despatches attention was drawn to the need for each Government to appoint an officer charged with the duty of guiding and assisting the co-operative movement and for a proper legal framework in which the movement could operate. It was appreciated that the credit societies already in existence in some Colonies were capable of extension; but the objective was to be the sound development in the shortest possible time of all types of co-operative endeavour. In particular, the extension of the movement into the comparatively new fields of marketing and consumers' co-operation was to be encouraged to the maximum. In this connection the 1946 Statement on the Future Marketing of West African Cocoa † laid down that the Marketing Boards and the West African Governments concerned should be under a special obligation to encourage and assist co-operative societies in the fulfilment of their functions as buyers for the Boards. Meanwhile, Mr. Campbell had, during 1945 and 1946, toured East Africa at the request of the Governments and had made reports on co-operative possibilities in certain territories, as a result of which the establishment of co-operative departments has begun and selected officers are being trained as Registrars.

358. The Colonial Economic Advisory Committee considered the facilities available for the supply of long and short-term credit to agriculturalists in the Colonial Empire and, in March, 1947, a copy of their report was sent to all Colonial territories. Accompanying this report were a memorandum on the finance of the cultivator prepared by Sir Malcolm Darling, K.C.I.E., a former member of the I.C.S. with wide practical experience of agricultural and co-operative problems in India, and a memorandum on the Agricultural Credit Bank of Egypt by Sir Keith Murray, who, during the war, was Agricultural Adviser to the Middle East Supply Centre.

359. As has already been stated, a Co-operative Advisory Committee has recently begun work in the Colonial Office. Its membership comprises, in addition to representatives from the Colonial Office, persons of distinction in the co-operative movement in the United Kingdom and other authorities on co-operation both at home and abroad. By the end of the period under review, Mr. B. J. SurrIDGE, C.B.E., an Officer of the Colonial Service (who was responsible for laying the foundations of the sound co-operative movement in Cyprus and who also had co-operative experience in West Africa) had been selected for the post of Adviser to the Secretary of State on Co-operation. He is charged with the duty of co-ordinating and advising on general policy relating to co-operative matters in the Colonies; with advising on courses of training for co-operative staff; and with encouraging the development of the co-operative movement in Colonial territories.

* Col. 199. † Cmd. 6950.

(d) Marketing

360. In the main, the Colonies depend for their cash incomes and for their purchases of imported food and manufactured goods upon the export of a fairly limited number of primary products. It is a well-established fact that primary producers suffer most from the periodic booms and slumps in modern economic activity. The crucial importance of improving marketing arrangements for Colonial primary exports is thus apparent. In no other single way can such an immediate and direct contribution be made towards increasing the real wealth of Colonial peoples and hence towards improving social standards and promoting political advancement.

361. Plans for improved marketing are being made along two main lines. On the one hand, His Majesty's Government and the Colonial Governments are co-operating in international discussions, particularly under the aegis of the International Trade Organisation and of the Food and Agriculture Organisation of the United Nations, which aim at securing a stable level of prices for all primary products on world markets. On the other hand, action is being taken in the Colonies themselves to strengthen and improve the organisation of producers and their marketing arrangements; to secure for them the maximum possible share of the realisation of overseas sales of their products; to equalise returns over good and bad years; and generally to provide incentives to accumulate capital and increase investment in primary production.

362. So far as international action is concerned, it is generally agreed among the trading nations of the world that the maintenance of high and rising levels of effective demand and economic activity is basic to the improvement of marketing conditions for primary producers who depend upon international demand. Provision for the general adoption of this policy is, therefore, being made in the draft Charter for an International Trade Organisation, which is now under discussion at Geneva. The draft Charter also includes, as a further safeguard, provision for international consultation and for co-operative action to meet special difficulties which may arise in particular primary industries and which cannot be solved by the ordinary processes of trade. These matters are discussed in more detail in the following section, but it may be recorded here that the Colonial Office and, where appropriate, Colonial Governments themselves have been represented at Conferences of the Food and Agriculture Organisation, at meetings of the Preparatory Commission for an International Trade Organisation and on several study groups dealing, under the procedure laid down in the draft Charter, with commodities of Colonial interest.

363. Whilst it is important to recognise this new international approach to the problem of maintaining a stable and prosperous international trade in primary products, and whilst Colonial Governments and producers will undoubtedly continue to participate in co-operative efforts on an international scale towards the attainment of this objective, it is realised that it would be imprudent to rely entirely on international action to ensure the future prosperity of Colonial primary producers. It is essential that Colonial industries should, where necessary, take the opportunity offered by the present period of high prices to set their own houses in order. One possible line of development is towards collective marketing, in which much valuable experience was gained during the war. That is the line being followed in the West African cocoa industry, for example, where plans are now well advanced for setting up, on the basis of the organisation developed by the West African Produce Control Board during the war, a permanent collective marketing scheme run by Boards established in the Gold Coast and Nigeria and representative, so far as possible, of producers' interests. Details of these plans were laid before Parliament in November, 1946.* Before the end of the period under review, legislation had

* Cmd. 6950.

been introduced in the Gold Coast, and was in an advanced stage of preparation in Nigeria, to set up the local Boards and to bring into operation the collective buying and selling machinery. The Gold Coast Board is composed of six Europeans and six Africans, four of whom will be nominated by the Governor to represent producer interests, and the remaining two will be elected respectively by the Joint Provincial Council of the Colony and by the Ashanti Federation.

364. The essential purposes of this form of collective marketing organisation are, first, to improve the physical organisation of marketing and to reduce marketing and transport costs; secondly, to improve the bargaining power of producers who have, in the past, been handicapped by facing, as individuals, highly concentrated organisations of buyers; and, thirdly, to even out world market fluctuations by price stabilisation arrangements. For the latter purpose, it is essential that the direct link between the price received by producers and the world market price should be broken in such a way that, although the producer receives over a period of years the same average price as he would have received by following every upward and downward variation in world prices, his actual price will vary much less from the average during years of very high or very low world prices. Price stabilisation funds of sizable proportions have already been created by war-time marketing organisations. In the case of cocoa, these funds (less a contribution of £1,250,000 already made to cocoa research) will be handed over to the Gold Coast and Nigerian Boards which will operate from the beginning of the new cocoa season in October, 1947. Elsewhere (e.g. in Uganda, for cotton and coffee, and in Jamaica, for bananas) funds are either being held for the future benefit of the industries concerned or used for immediate measures such as the creation of hurricane insurance funds. A start was made in 1947 with the accumulation of funds for price stabilisation, rehabilitation and labour welfare in all the sugar-producing Colonies. A labour welfare fund was also introduced in the East African sisal industry by a levy of fifty shillings a ton on all production.

365. While it is expected that the marketing arrangements being adopted for West African cocoa may provide a useful pattern for other marketing schemes (particularly for peasant-produced crops such as oilseeds in West Africa and cotton in East Africa) it is recognised that each primary industry will have to be considered separately and detailed marketing plans worked out to suit its particular characteristics. Consideration is now being given by the governments and industries concerned to future marketing arrangements for West African groundnuts, palm kernels and palm oil; for Uganda cotton; for various agricultural crops in Nyasaland; for East African sisal; and for Jamaica bananas. Mention should also be made of various producers' organisations which have as their main objective the improved marketing of particular Colonial products. Such organisations exist notably in East Africa and in the West Indies and cover a wide range of export crops.

366. An important factor, of which all future marketing arrangements must take account, is the method by which the product concerned is sold to the consuming markets. Whilst certain of the bulk purchasing arrangements introduced by United Kingdom Supply Ministries during the war have been, or will shortly be, discontinued, a substantial part of the imports of Colonial primary products into the United Kingdom remains on public purchase by the Ministry of Food, the Board of Trade, or the Ministry of Supply. The whole of the Colonial sugar crop, for example, is bought under annual contract by the Ministry of Food, which also purchases practically the whole of the output of Colonial oilseeds. The whole of the East African sisal crop has been sold, until the end of 1947, to the Board of Trade, which also buys a part of the East African cotton crop and the major part of Colonial exports of hides and skins

and of timber. The Ministry of Supply buys the whole Colonial tin output and United Kingdom requirements of Northern Rhodesian copper. In the absence of an internationally established value, some difficulty has been experienced in determining prices to be paid for certain of these products by the United Kingdom purchasing Ministries; but contract arrangements are constantly under revision, and it is to be expected, as world trade conditions become freer, that the difficulties in agreeing fair prices will diminish.

367. Equally important to the improvement of marketing arrangements for export products is the development and improvement of internal marketing arrangements for those products which are consumed in the Colonial territories themselves. Progress in this regard can be reported from several Colonies; the work of the Marketing Department in Ceylon is worthy of special mention, and the development of the internal marketing arrangements in Trinidad has received special attention. Kenya has been visited by the Commissioner of Marketing in Ceylon and his report and recommendations are now under consideration.

(e) International Trade Negotiations

368. The Colonies have a major interest, and have taken an active part, in the discussions leading up to the second meeting (which is now in session in Geneva) of the Preparatory Commission for an International Trade Organisation. The first talks took place between His Majesty's Government and the United States Government at the end of 1943, in connection with the interpretation of Article VII of the Lend/Lease Agreement, and led to the formulation by the United States Government in 1945 of proposals for consideration by an International Conference on Trade and Employment.* Three main subjects were proposed for further discussion. First, trade barriers (tariffs, preferences and quantitative restrictions); secondly, restrictive business practices; and thirdly, inter-Governmental commodity arrangements. The underlying conception in the proposals for an international commodity policy (which arose in part out of the Hot Springs Conference of 1944) was that, in framing post-war schemes for the regulation of output or prices of primary products entering into international trade, consuming, as well as producing, Governments should play a full part. The American proposals also underlined the fundamental need in any successful international trade policy for maintaining full employment in the main industrial countries. His Majesty's Government subsequently signified its agreement to the principles contained in the American proposals; and at the first meeting of the Preparatory Commission, held in London in October, 1946, they were further elaborated and restated, with the addition of a chapter on the industrial development of backward countries, in a revised draft Charter for an International Trade Organisation, which is now before the Geneva Conference.

369. The Colonies have a direct interest in two main aspects of the new international trade policy. In the first place, most Colonies depend for a substantial part of their revenues on import and export duties. They also enjoy the benefits of Imperial Preference, and most of them accord preference to imports from Empire countries. They are, therefore, directly involved in the tariff negotiations which are now taking place at Geneva in connection with the general objective of the draft Charter to remove, so far as possible, barriers to international trade. There has been much discussion of the extent to which the United Kingdom is already committed to reduce preference margins; but it has been quite categorically stated by His Majesty's Government that no reduction of preference will be made except in return for equivalent benefits by way of tariff reductions in foreign countries. The Colonial Empire is fully

* Cmd. 6709.

represented at the Geneva talks and the views of its representatives will be sought before any concessions are made which affect the trade or industry of Colonial territories. It should, however, be observed that as, with a few important exceptions, Colonial exports of primary products have to be sold at least partly in foreign markets, their prices cannot normally be increased by preferential arrangements in the limited Empire market. In respect, therefore, of the major part of the Colonial export trade, the Colonies are compelled to compete on equal terms with other producers. In most cases their low cost structure enables them to do so on favourable terms; thus any difficulties experienced in the sale of their products are likely to be common to all producers and can, therefore, best be overcome by some form of international commodity arrangement.

370. For that reason, the aspect of the new international trade policy which deals with inter-Governmental commodity schemes is of particular interest and importance to Colonial territories. Some of the most important Colonial products (such as rubber, tin, tea and sugar) had, prior to the war, been the subject of various forms of international regulation agreement, the need for which was precipitated by the great depression of 1929. Although most of these agreements were inter-Governmental and some provided for representation of consumers' interests, they were in essence producers' agreements, based on production and export controls operating under the legislative sanction of the Governments of the producing territories concerned. For the future, His Majesty's Government has accepted the principle (embodied in the draft Charter) that any regulatory agreements into which it may enter should provide, amongst other things, for full consumer representation. It has also accepted the general procedure laid down in the draft Charter dealing with commodities in respect of which special difficulties exist or may be expected to arise. This procedure, which provides for the calling of study groups to make special commodity studies where appropriate, has already been followed in the case of a number of commodities of special Colonial interest. In rubber, a decision to form a study group was taken at a meeting with representatives of the United States, Netherlands and British Governments held in London in August, 1944, and the first meeting of the Group took place in Washington in January, 1945. There have been three further meetings since then, in London at the end of 1945, at The Hague late in 1946 and in Paris in July, 1947. The terms of reference of the Group have been devised in accordance with the principles set out in the draft Charter, and an international Secretariat, with a statistical organisation, is being set up.

371. Study groups are also in existence for tin, cotton and rice and plans for a cocoa group have been discussed by the Food and Agriculture Organisation. As regards tin, the decision to form the Group was taken at the same time as it was decided to allow the International Tin Agreement to expire at the end of 1946. Its first meeting was held in April, 1947, in Brussels. The Colonial Empire was an original member of the Cotton Advisory Committee, which had its first meeting in Washington just before the war and occasional meetings since, and which is now being remodelled on study group lines. Provision has been made for the Colonies to be separately represented by a British Colonial Delegation at discussions of commodities in which their main interest is that of producers and exporters.

372. In the remaining aspects of international trade covered by the draft Charter, the Colonies interest is less direct. The problem of full employment, for example, fortunately arises in only a few of the Colonial territories. But all Colonies are vitally interested in the maintenance of high and steadily rising levels of employment and economic activity in the industrial countries which provide markets for their primary commodities. The plans and general policy

being followed in the industrial development of Colonial territories have already been mentioned. The contents of the draft Charter on this matter, and the discussions which have so far taken place on it between interested nations, are entirely consistent with British Colonial policy.

373. Reference should be made here to the association of the Colonies in the work of the Economic and Social Council and of the Food and Agriculture Organisation of the United Nations. As regards the latter, the Colonial Office has been represented at all its sessions, including the meeting in Washington of the Preparatory Commission for World Food Proposals, the Report of which was published in January, 1947.* Arrangements have been made to furnish the Organisation with appropriate Colonial publications and with an annual report on developments in the Colonial Empire which fall within its scope.

(f) Communications

(i) Shipping

374. The effects of the war on communications with the Colonies were diverse. Shipping services, both passenger and cargo, were severely disorganised and grievous losses were suffered by many lines which had long-standing connections with various parts of the Colonial Empire. On the West African run, for example, the whole fleet of passenger ships operating before the war was lost; the Canadian National Steamships, which provided a regular service between Canada and the West Indies, suffered heavy losses, and out of over 30 special cargo ships available for the trade in bananas and citrus fruit between the United Kingdom and the West Indies nearly 20 were war casualties. Air services, on the other hand, were greatly extended, and the experience and technical advances gained in war operations are rapidly being adapted to peace-time purposes.

375. In spite of the striking progress made in the air, however, the Colonies' communications are still suffering considerably from the effects of war. The demands placed upon the depleted liner tonnage by the repatriation of prisoners of war and internées and the demobilisation of the Armed Forces were an initial cause of delay in the restoration of passenger shipping services to and from the Colonies. Although these demands have passed, available tonnage has remained inadequate, and it will be some time before the general shipping situation permits of the provision of passenger services sufficient to meet all Colonial needs.

376. In cargo tonnage, however, there has been an almost complete resumption of normal facilities. Whereas, during the worst years of the war, available Colonial cargo, both outward and homeward, was often in excess of the freight space offering, the Colonies' main difficulty now is to obtain supplies with which to keep the ships full.

377. The severe losses in shipping during the war and the operation of convoy and other controls resulted in the imposition of priority control both of cargo and of passenger traffic. Cargo controls have been entirely lifted and passenger controls are gradually being relaxed as the shipping situation improves and commercial sailings are resumed. The shortage of passenger shipping involved, and still involves, considerable delay in the provision of passages for both official and unofficial travellers to and from the Colonies and has resulted in much hardship, particularly to the wives and children of Europeans resident in the Colonies. Many wives who had been separated from their husbands during the period of the war were unable, owing to lack of passages, to rejoin them until long after the war had ended, but every effort is being made to

* Cmd. 7031.

provide speedier shipping facilities and it is now possible to look forward to the time when families can once more travel together with the same facilities as in pre-war days.

378. Urgent consideration is being given to the shipping needs of the Colonies in the Caribbean area, into which the Imperial Shipping Committee has instituted a comprehensive enquiry. The Comptroller of Development and Welfare for the West Indies has also invited representatives of the West Indian Governments to attend a conference to discuss the needs of the area, not only for inter-island shipping services, but also for connections with the United Kingdom and North America.

(ii) *Civil Aviation*

379. When the full benefits of the war-time expansion in the technique of air travel are extended to the Colonies and the network of civilian air services is completed, the effect upon passenger communications (and perhaps even on certain freight traffic) with the Colonies is likely to be little short of revolutionary. In administration alone, the reduction in travel time between, say, London and Singapore which air communications have made possible is already yielding substantial dividends. Clive, on his first journey out to India as a writer with the East India Company, took nearly a year to reach his station in Madras. A modern administrator can reach by air the furthest point of the Colonial Empire in less than a week.

380. In a few instances the war involved the loss of air services previously enjoyed, but in the great majority of cases additional facilities were provided and new routes established. Some of these war-time facilities and services, provided by the R.A.F. to meet urgent military needs, have now been withdrawn. But the majority of Colonial dependencies now enjoy air services of greater speed, frequency and capacity than were available in pre-war days. As regards trunk services, British South American Airways now operate direct to Jamaica via Bermuda and the Bahamas, and there are connecting services to Trinidad and the other West Indian Colonies. British European Airways operate to Gibraltar and hope shortly to establish a service to Cyprus, which is at present served by local services operating from Egypt, Palestine and the Lebanon. The British Overseas Airways Corporation operates trunk services to West Africa, via Malta and Egypt to East, Central and South Africa, and via Egypt and Palestine to Malaya and Hong Kong. There are connecting services to Aden and British Somaliland and from India, to Ceylon. Fiji is served by the trans-Pacific services operated jointly on behalf of the United Kingdom, Australia and New Zealand between Australia and the Pacific coast of North America.

381. As regards local services, the B.O.A.C. maintains flying boat services between Bermuda and the United States, and local air services in the West Indies are operated by British West Indian Airways and in British Guiana by British Guiana Airways. The West African Airways Corporation has been established to operate air services in and between the four West African Colonies, and, as soon as the necessary aircraft are available, will take over the local air services at present operated by the B.O.A.C. A similar Corporation, East African Airways, operates local air services in Kenya, Uganda, Tanganyika and Zanzibar, whilst another, in the establishment of which Northern Rhodesia and Nyasaland have co-operated with Southern Rhodesia, operates a network of services in those three territories. There is still no regular air service to Seychelles, but Mauritius is served by a French air service. A local company, Malayan Airways, has been established to operate services in the Malayan peninsula, and it is hoped that these services will in due course be extended to North Borneo and Sarawak.

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382. In some Colonies, it has been possible to adapt for civil use facilities which were provided by the R.A.F. for war purposes. In others, it has been necessary to provide fresh facilities to meet the growing needs of civil air transport. Wherever possible, arrangements are being made for joint civil and military use of airfields which must in any case be maintained for defence purposes. Arrangements have also been made with the United States Government for the use by civil aircraft of certain of the airfields constructed by them during the war in the leased areas in the Caribbean.

383. The rapid expansion of civil air transport services and the consequent need to provide and maintain large airfields and adequate wireless and meteorological facilities for both local and trunk services have imposed upon many Colonial Governments a number of difficult administrative and financial problems which formed the subject of very useful discussions at a Colonial Civil Aviation Conference held in London in April, 1947.

(iii) *Road and Rail Transport*

384. In the Colonies, as elsewhere, the war has left many problems connected with the rehabilitation and improvement of road and rail services. Particular difficulties are being experienced, for example, in West Africa where the evacuation of oilseeds urgently required by the Ministry of Food is being slowed down because of inadequate rail facilities, due chiefly to delayed replacement of locomotives and shortage of spare parts. These and similar problems elsewhere are being considered by the Colonial Governments concerned and improvements are being effected as rapidly as circumstances permit.

385. The question of the co-ordination of road and rail transport in the Colonies was referred, in 1945, to a sub-committee of the Colonial Economic Advisory Committee, but no final conclusions had been reached when that Committee was superseded by the new Colonial Economic and Development Council. This Council is now considering the problem in its broadest aspects and is expected shortly to make recommendations for the consideration of Colonial Governments. It was because of the immense importance of communications and of advising Colonial Governments in regard to road and rail developments that a post of Adviser on Inland Transport was recently created in the Colonial Office.

(iv) *Telecommunications*

386. In the sphere of telecommunications, Cable and Wireless Limited have continued to operate the external services of the majority of the Colonies. All overseas public radio-telephone services were closed during the war. The service between the United Kingdom and Kenya was reopened in June, 1945, and since then Colonial radio-telephonic communications has been progressively extended by the reopening of pre-war services and by the opening of new services. There are now public telephone services between the United Kingdom and the Bahamas, Barbados, Bermuda, British Guiana, Ceylon, Gibraltar, Jamaica, Kenya, Palestine, Northern Rhodesia, Tanganyika, Trinidad and Uganda. Further extensions are contemplated and will provide new links in the chain of rapid communications between London and the most outlying parts of the overseas Empire.

387. Finally, some mention should be made of radio services. Broadcasting in the Colonies is being developed within the limits imposed by the resources available. Regional schemes are under consideration for the Caribbean, East and Central Africa. Wire rediffusion systems are being extended, particularly in Nigeria and Malta. Improved local services are planned in Mauritius and Fiji. A reorganised service in Malaya includes regular broadcasts for schools in four languages. A second programme, predominantly cultural in content, has been introduced in Palestine.

CHAPTER V

COLONIAL FINANCE

(a) Revenue, expenditure and taxation

388. The taxable capacity of most Colonies is very low and, with limited production and comparatively poor revenue, their resources for maintaining the considerable social and economic services which they are expected to provide are very restricted. During the war period, the actual revenues of most Colonial Governments—apart, of course, from the occupied territories in the Far East—showed a large expansion, although this was in great part due to the fall in the value of money. In most cases, as will be seen from the table in Appendix VI, the 1946 revenue was over twice the pre-war figures. In Nigeria, for example, the total public revenue for 1939 was £6,113,000 and in 1946 £13,717,000. At the other extreme, the revenue of the Virgin Islands increased from £15,000 to £41,000. Even off-setting the fall in the value of money, these changes have in most cases meant a real improvement in the financial position of Colonial Governments and in Colonial national incomes due to the sustained demands for Colonial products and to war-time military activities including remittances and gratuities of men serving with the Forces. The expansion of revenue has been accompanied by a rise in expenditure due again in part to monetary inflation, but reflecting also increased services and increased costs of existing services (for example, increased cost of materials and higher salaries and cost of living allowances for Government staffs). Many Colonies have also had to incur considerable expenditure in subsidising the cost of living.

389. *Surplus balances and future prospects.*—In spite of the growth of expenditure, the buoyancy of Government revenue has enabled most Colonial Governments to accumulate increased surplus balances. These they are now planning to utilise in part for programmes of development. As in this country, however, most Colonies have accumulated arrears of maintenance, against which part of their surplus balances are allocated. They have, moreover, to face the uncertainties of future economic trends and prospective new commitments for public services. Particulars are given elsewhere of the efforts which are being made to expand production and trade, and, at the same time, of expenditure which is planned under Colonial Development and Welfare and other development programmes for the expansion of public services, including those of health and education. This expansion will leave behind the problem of maintaining the new equipment and services which are being built up against the background of the vagaries of economic fluctuations in the outside world, and with local resources not always fully developed to provide for such maintenance.

390. *Grants of assistance from the U.K.*—There has been, therefore, and remains a continuing necessity for assistance from the United Kingdom both to meet general expenditure in the case of the poorest territories and for special developmental and other purposes. Over the financial years 1939–40 to 1946–47, a total sum of £17,620,210 was issued from the vote for Colonial and Middle Eastern Services to various territories in the form of grants in aid of expenses of administration. In addition, grants and loans totalling £27,572,064 were issued to territories requiring a measure of assistance for specific purposes. This sum covered, in the main, the grant of £10,000,000 to the Government of Malta for repair of war damage; grants and loans to the Government of Mauritius to assist the sugar industry, to the Government of Jamaica to meet rehabilitation expenditure following the hurricane of 1944 and to the Government of Palestine to meet emergency expenditure; it also covered assistance for various other purposes, including relief of distress following natural disasters. Assistance was also

extended to certain Colonial Governments over the war years from the Vote of Credit to meet expenditure, brought about solely as a result of the war in maintaining local services, or to assist some particular section of the community hard hit in consequence of the disturbance of trade and exports.

391. Under the Colonial Development and Welfare Act of 1940, certain loans to Colonial Governments and certain advances made under the Colonial Development Act of 1929 were remitted in whole or in part. These amounts are listed in detail in the schedule attached to the Act of 1940.* Total issues made up to 31st March, 1947, under the Acts of 1940 and 1945 were estimated to have amounted to approximately £11,936,000 for development and welfare purposes of which about £6,390,000 went to West Indian Governments, and to approximately £367,000 for research purposes. In addition, £630,000 was issued for schemes approved under the Colonial Development Act of 1929, making the total expended for the Development and Welfare (Colonies, etc.) Vote approximately £12,933,000. Allocations under the Act of 1945 are given in paragraph 105 above; details of allocations by schemes and by Colonies have been published.†

392. *Income Tax* is now in force in most Colonial dependencies. In 12 Colonies (including Cyprus, Palestine, Gold Coast, Uganda, Tanganyika and Mauritius) it was introduced for the first time during the war. Despite the shortage of trained staff and the unfamiliarity of the populations with this new and complex form of taxation, income tax has operated smoothly in the Colonies and has provided substantial revenue yields. The development of direct taxation in the Colonies in recent years has done something to correct the resort to import duties in many Colonies as the readiest means of raising the bulk of local revenue. The incidence of duties on a great variety of personal and household goods and other commodities in local demand placed an indiscriminate and unfair burden often where it could least be carried. The extension of direct taxes has in many cases helped to ease the burden and to adjust the balance between direct and indirect taxation. Colonial taxation may now be said to be much more scientific, equitable and flexible than it was before the war.

393. There are now only 10 Colonies in which no income tax is levied. These include the Far Eastern territories, where taxes on incomes, in forms adapted to local circumstances, were in operation as war-time measures up to the time of the Japanese occupation. Legislation has recently been passed in Hong Kong providing for the introduction of income tax, and the question of introducing income tax in the Malayan Union and Singapore is now under consideration by the Governments concerned.

394. Colonial income tax legislation is based upon a model ordinance, but such legislation is not uniform throughout the Colonies, since many Colonial Governments have found it necessary to modify and add to the provisions of the model in order to meet their particular needs and circumstances. The four East African Governments (Kenya, Uganda, Tanganyika and Zanzibar) have, however, adopted a common form of legislation. Rates of income tax also vary from Colony to Colony, except that the four East African territories and the Leeward Islands group each have uniform rates. The rates applied to individuals in the Colonies are on graduated scales and there is no standard rate of tax as in this country. Rates have been increased, often substantially, during the war, but generally speaking the tax payable on a given income in the Colonies is lower than that which would be payable on the same income in the United Kingdom. In the great majority of Colonies, companies are subject to

* 3 & 4 Geo. 6, Ch. 40. † Cmd. 6713.

a flat rate of tax which usually lies in the range between 4/- and 7/6 in the £. In Palestine, companies pay a special profits tax of 10% in addition to 5/- in the £ income tax, the profits tax payable being deducted as an expense in computing income tax liability.

395. A system of double income tax relief between the United Kingdom and the Colonies has been in existence for many years, but it does not provide for complete relief in all cases. In April, 1945, the Chancellor of the Exchequer announced in the House of Commons the conclusion of a Double Taxation Convention between the United Kingdom and the United States, and said that His Majesty's Government also desired to make revised arrangements for double taxation within the Empire. Proposals on the basis of a modified version of the United Kingdom-United States Convention were accordingly made to Colonial Governments, most of which have welcomed them and some of which are taking or have already taken steps to give effect to them. In British Guiana, Cyprus, Gambia, Gold Coast, Mauritius, Nigeria, Northern Rhodesia, Palestine, Seychelles, Sierra Leone and Trinidad the revised arrangements will shortly come into operation with effect from 1946.

396. *Excess profits taxes* were introduced during the war in Aden, British Guiana, Ceylon, Jamaica, Kenya, Mauritius, Northern Rhodesia, Seychelles, Tanganyika, Trinidad, Uganda and Zanzibar, but the tax has now either already been discontinued or is expected to come to an end in the near future. A system of double excess profits tax relief was in operation between the United Kingdom and all the territories except Ceylon and East Africa.

397. *Estate duties* are in force in some 20 Colonial dependencies. As in the United Kingdom, the duties are charged on a scale graduated according to the value of the estate, though in most cases the rates are lower than the corresponding rates in this country. Rates of duty have, however, been increased in a number of Colonies during the war, but estate duties are not yet an important source of Colonial revenue. The existing system of double estate duty relief between the United Kingdom and the Colonies is based on the provisions of Section 20, Finance Act, 1894. A revised system based on the United Kingdom-United States Double Estate Duty Convention has been proposed to Colonial Governments, but the replies received do not indicate any strong desire for a change, since the existing system has worked satisfactorily.

398. *Import and Export duties*.—Import duties are an important source of revenue in all Colonies and the largest single source in many. During recent years, there have been substantial increases in many import duties accompanied (as will be seen from the comparative table of total exports and imports over the years 1939-1946 inclusive which is reproduced in Appendix VII) by very substantial increases in the value of both import and export trade. Duty increases have been imposed not only as a revenue measure but also to combat inflation by helping to absorb the margin between the selling price and supply costs of various consumer goods in short supply. Such margins would otherwise have merely swollen the existing excess of purchasing power. In a number of Colonies, export duties have been imposed or increased with the object of diverting part of currently increased prices to the public purse. In addition, levies have been imposed in several cases for specific purposes outside the need of general revenue, e.g. price stabilisation funds, rehabilitation funds, research and labour welfare expenditure.

(b) Loans

399. No new money was raised by the Colonies in London during the war and subsequent years to date. On the contrary, there was a net repayment of

debt as a result of the redemption and partial conversion of loans, as listed in the following table.

Date of Operation	Colony	Total amount of Loan Repaid	Rate of Interest	Amount repaid from Sinking Funds and Surpluses	Nominal amount paid by Conversion Issue	Rate of Interest	Redemption Date
20.1.42	British Guiana	£1,000,000	5½ per cent.	£188,100(a)	£810,000	3½ per cent.	1.7.1962/72
16.9.44	Gold Coast ..	£4,000,000	6 per cent.	£1,990,000	£2,010,000	3 per cent.	15.2.1963
22.3.46	Kenya ..	£5,000,000	6 per cent.	£3,180,000	£1,820,000	2½ per cent.	15.9.1971/76
14.9.46	Nigeria ..	£4,250,000	5 per cent.	£3,000,000	£1,250,000	2½ per cent.	1.9.1966/71

(a) £381,900 was repaid by adding £380,000 to the existing issue at price of 100½ per cent.

400. The redemption and/or conversion of these loans has resulted in significant savings in interest charges, and it is intended to continue the policy of converting high-interest loans at the earliest dates permitted by the original terms of issue. The total amount of Colonial Government marketable stocks domiciled with the Crown Agents for the Colonies on 31st March, 1947, was approximately £74,800,000 compared with £87,460,000 at 1st April, 1940.

401. *Local loans* have been issued since the war started by the Governments of British Guiana, Cyprus, Fiji, Jamaica, Kenya, the Malayan Union, Nigeria, Palestine, Trinidad and Zanzibar, and other Colonies are preparing to issue local loans in the near future. Colonial Governments are encouraged to borrow as much as possible of their requirements locally not only in order to relieve the strain on the London market but as a means of affording an opportunity for local investors to share in the development of their own countries. The main obstacle to the further development of local borrowing is the absence in most Colonies of an organised local money market; the consequent lack of liquidity generally necessitates a higher rate of interest. In Palestine and Cyprus, local loans have been raised in the form of premium bond issues, a method of borrowing which has proved popular with investors in those countries.

(c) Currency

402. With a few exceptions, the currencies of all Colonial Governments are based on the sterling exchange system, under which local notes are issued and redeemed against sterling deposited or paid out in London. The exceptions are Ceylon and British Honduras, whose currencies are linked with the Indian rupee and the United States dollar respectively; Aden, which uses Indian rupees; and Hong Kong, whose currency is not legally linked with sterling but is kept steady in sterling value by a modified version of the normal sterling exchange system.

403. *Circulation volume.*—The volume of currency in circulation increased considerably in most Colonies during the war owing to the general expansion of incomes consequent chiefly upon military expenditure and increases in agricultural and mining prices, and the increase has tended to continue since the war, although in one or two areas there are now signs of contraction.

404. There have been no formal changes since 1939 in the currencies of the various dependencies, except that North Borneo and Sarawak are now adopting the use of the Malayan dollar, and in the West Indies developments have been taking place towards a unified currency. During the war, the relative importance of the authorised bank note issues in the West Indies diminished owing to a large increase in the Government note issues, and arrangements were made for the gradual withdrawal of the bank note issues. In addition, as a war-time

measure, the Colonies of Barbados, British Guiana and Trinidad made each other's notes legal tender. A further important step towards unification has now been taken by a conference held in Barbados in May, 1946, which recommended the unification of currency in the Eastern Group of the West Indies (i.e. Barbados, British Guiana, Leeward Islands, Windward Islands and Trinidad) on the basis of the British West Indian dollar (= 4s. 2d.). The Governments concerned have notified their acceptance of these recommendations.

405. *The Coinage Act, 1946*, provided for the issue of cupro-nickel coins in the United Kingdom and steps are being taken to make such coins legal tender in those Colonies which at present make use of United Kingdom silver coins. In certain cases Colonial silver coinages may similarly be replaced by cupro-nickel.

(d) Other Finance developments

406. *Savings*.—At the end of 1945, a total of £48,846,000 had been raised in the Colonies and re-lent to His Majesty's Government to assist the war effort. Of this total £16,113,000 was lent to His Majesty's Government free of interest and the balance at interest. The total included £3,177,000 raised by the sale of War Savings certificates. Ordinances to provide for the issue of Victory Savings certificates in the Malayan Union and Singapore were enacted in 1946.

407. There was a general increase of Savings Bank deposits in the Colonies during the war. This increase has been very considerable in certain territories. The latest reports show that the progress made has been maintained.

408. *Changes in cost of living*.—In the early stages of the war, the terms of trade turned severely against the Colonies; that is to say, the cost of their imports increased much more rapidly and to a greater extent than did the prices they received for their exports. As in this country, measures were taken (especially in the Mediterranean and the West Indian Colonies) to stabilise the prices of essential commodities and to control the cost of living. These included bulk purchase by government, fixing profit margins, prescribing maximum prices, rationing and subsidisation.

409. During the war period, expenditure on subsidisation became a very considerable part of the public expenditure, especially in Palestine, Cyprus and Malta. In general, subsidisation expenditure was met from local revenues, but in a few Colonies, including Cyprus, Malta, Jamaica and British Guiana, it was met in whole or in part by His Majesty's Government through specific or general grants-in-aid. The necessity for some degree of subsidisation has in most cases continued since the end of the war, but in the West Indies its scale has had to be increased owing to the rise in the prices of imported food (especially flour) due to the revaluation of the Canadian dollar in July, 1946, and the abolition of price controls in the United States. In the West Indies, therefore, even with assistance from His Majesty's Government towards the cost of subsidisation, the problem of providing for some means of gradual transition back to a parity between internal price levels and world prices remains a difficult one.

410. *Exchange Control*.—In spite of the fact that the Colonies were (particularly until the fall of Malaya) very substantial net earners of dollars, it was agreed at the outbreak of war to request Colonial Governors, in the exercise of their defence powers, to impose approximately the same degree of restraint upon the expenditure in their territories of "hard" currencies as was in force, from time to time, in the United Kingdom. No rationing of dollars from the "sterling pool" was attempted, so far as the Colonies were concerned. This informal system of control worked well and is being continued in the post-war period.

411. *Sterling balances.*—The sterling assets of the Colonies (which comprise funds of Currency Boards, funds held with the Crown Agents for the Colonies, loans to His Majesty's Government and London balances of banks operating in the Colonies) increased during the war, and at 31st December, 1946, amounted to some £800 million, inclusive of approximately £100 million non-U.K. sterling securities. The principal holders were :—

	£ millions
Malaya	125
Palestine (including Transjordan)	120
West Africa	115
East Africa	100

The two principal items comprised in these increased balances are investments held against increased currency circulation and increased liquid banking funds. The growth of the currency circulation and of bank balances may be attributed partly to military expenditure in the Colonies and partly to a relative increase in exports of Colonial produce as compared with imports, due to wartime conditions of short supply and to the co-operation of Colonial Governments in following a strict policy of import licensing.

412. Although it falls outside the scope of Colonial Government finance, mention should be made here of the creation of credit facilities for development through the new machinery of the Development Corporations recently set up by two of the larger banks with substantial interests in Colonial territories, Barclays (Dominion, Colonial and Overseas) and the Standard Bank of South Africa.

CHAPTER VI

INTERNATIONAL RELATIONS

413. In an earlier Chapter, reference is made to the wide interest shown by peoples everywhere in Colonial progress, to the importance of regional collaboration to secure that end and to the obligations now embodied in the Charter of the United Nations. Interest in Colonial dependencies is shown by non-Colonial nations in most organisations of an international character and the Colonial Powers themselves have taken steps to promote that interest by the creation of machinery for mutual benefit in the development of their respective dependencies in various areas.

(a) Co-operation with French and Belgian Governments

414. In the war, both for the defence and for the economic needs of many of her Colonies, Britain established the closest relations with other Colonial Powers similarly concerned. Temporary arrangements to maintain Colonial economies and secure war supplies were devised, and cordial co-operation was established in Africa between British, French and Belgian administrations, and with other Powers in other parts of the world. Latterly, these contacts have been adjusted to meet the problems of peace. Among the most fruitful of the post-war developments has been the co-operation and exchange of information with the French and Belgian Governments over a range of subjects affecting the economic and social development of overseas territories.

415. Plans for direct liaison between the British and French Colonial Offices were initiated in the early days of the war but events made the effort abortive.

In West Africa, useful collaboration to meet war conditions was possible but it was not until late 1945 that new steps could be taken to establish a permanent liaison. In November of that year, conversations re-opened with the Ministry of Overseas France and resulted in an understanding that there should be regular exchanges of information in a wide field of economic, social and technical subjects, exchanges of visits, where appropriate, between specialist officers of the two Colonial Offices and technical conferences in the field between officials of the two countries. Although there was no territorial limitation to the scope of these arrangements, it was recognised that the most fruitful ground for co-operation was likely to be found in Africa where (particularly on the West coast) British and French territories are contiguous. Since then visits of both administrative and technical staff have been exchanged between London and Paris; a conference of economic experts was held in London in February, 1947, to discuss marketing, production and trade problems of mutual Colonial interest; and several Anglo-French conferences have been held in Africa, of which the most important were a conference on veterinary matters which met at Dakar, in French West Africa, in the spring of 1946, and a conference on health matters held at Accra, Gold Coast, in November of the same year. It is evident that such contacts serve an important practical purpose and consequently a further conference has been held in Paris where, in conjunction also with the Belgians, a valuable programme of conferences and mutual assistance has been agreed.

416. The success of the preliminary arrangements with France encouraged His Majesty's Government in June, 1946, to invite the Belgian Minister of Colonies to come to London for similar discussions with the British Colonial Office. The talks were again most helpful. Conclusions similar to those agreed with France were reached and consequent action has been taken. British Agricultural Officers from the East African territories, for example, attended, at the invitation of the Belgian Government, an agricultural study week held in the Belgian Congo in February, 1947. The Belgian Government also participated in the Accra Health Conference in 1946.

417. Informal day-to-day contact with the Ministry of Overseas France is maintained by telephone and by semi-official correspondence between the International Relations Department (or, on economic problems, the Economic Division) of the Colonial Office in London and the appropriate liaison section of the Ministry in Paris. With the Belgians, liaison is maintained through a Colonial Attaché recently appointed by the Belgian Government to the staff of the Embassy in London.

(b) Regional Co-operation

418. Reference has already been made to the close collaboration between Empire territories in particular regions as shown, for instance, in the West African Council, the Central African Council, the Office of Governor-General, Malaya, and the Comptroller for Development and Welfare in the West Indies.

419. Regional collaboration to provide permanent machinery for exchanging views on questions of common interest among Powers with Colonial responsibilities has also been carried forward. In the case of the Caribbean, there has been, since the war ended, an improvement and extension in the technique of regional consultation. At first, the Anglo-American Caribbean Commission was an instrument for co-operation between the British and United States Governments in certain Caribbean affairs of mutual interest. In December, 1945, its scope was widened to include the other Colonial Powers with territories

in the area and it was re-named the Caribbean Commission. The accession of the French and Netherlands Governments has enabled yet another stage in effective organisation to be achieved. At the first meeting of the expanded Commission, held at St. Thomas, United States Virgin Islands, in February, 1946, consideration was given to the setting up of permanent machinery for regional co-operation. It was recommended that a Central Secretariat, under a Secretary-General, should be established, and a formal Agreement, restating the purposes and functions of the Commission, was drawn up and signed in Washington by representatives of the four metropolitan Governments concerned. The Secretariat has now been established in Trinidad and on 30th October, 1946, the Agreement was signed. The second and third meetings of the Commission (held in Washington in July and in Curaçao in December, 1946) dealt mainly with matters of procedure and organisation and in particular with the detailed arrangements for the Secretariat. The later meeting also directed the Secretary-General of the Commission to institute a survey of the existing state of industrial development in the region; considered a report on forestry research in the Caribbean, one of the chief recommendations of which was the establishment of an international centre for forestry research; and discussed the relationship of the Commission to specialised agencies of the United Nations, the question of an economic study of the Guianas and British Honduras, and the need for sociological investigations in the Caribbean area. Auxiliary to the Commission is the Caribbean Research Council, established in 1943 to provide the Commission with technical advice on its work of furthering the scientific, technological and social advancement of the area. It consists of from seven to fifteen members appointed by the Commission by reason of their scientific competence. A number of Sub-Committees, to deal with agriculture, nutrition, fisheries, forestry, public health and medicine, industrial technology, building and engineering technology and social sciences have been set up.

420. The association of the peoples of the Caribbean territories in the main Commission's work is provided for, so far as His Majesty's Government is concerned, by the appointment of two non-officials to the British Section of four members. Mr. Norman Manley, K.C., of Jamaica, and Mr. Garnett Gordon, of St. Lucia, are the present non-official representatives. The Chairman of the Commission is a revolving appointment, the British Leader being the Comptroller (Sir John Macpherson, K.C.M.G.). Another means of associating the West Indian populations with this work now exists in the West Indian Conference, the Commission attending and keeping in close touch with its findings. The Conference, comprising two delegates from each of the Caribbean territories concerned, one of whom had to be a non-official, was created in 1944 to provide a means whereby representatives of the Caribbean peoples would "discuss matters of common interest, and especially of social and economic significance, to the Caribbean countries" and to submit recommendations to the Commission. The second Conference met in St. Thomas, United States Virgin Islands, in February, 1946. The Conference emphasised the need of better standards of agriculture and of improved education designed to strengthen the qualities of good citizenship, as well as the necessity for an improvement in the standards of production and of living. It discussed the diversification of agriculture and planned land utilisation; the survey of industrial possibilities with a view to diversification of occupation; trade and transportation; health; education; unification of regulations relating to human, plant and animal quarantine; and research. Projects agreed for specific action included a regional approach in regard to tourist traffic; the development of local crafts; socio-economic surveys; and soil problems. Marketing of staple crops was also discussed. All these matters are being studied, and the recommendation of a Conference of experts held in New York in October, 1946, to

the effect that a Caribbean Tourist Development Association should be formed as a co-ordinating authority on a regional basis has already been accepted by some of the territories concerned.

421. Another area suitable for consultation and collaboration amongst the Colonial Powers in respect of the administration and progress of their territories is the South Pacific. A Conference was convened in Canberra jointly by the Governments of Australia and New Zealand early this year and was attended by representatives of the United Kingdom, the United States, France and the Netherlands. An agreement establishing a South Pacific Commission was signed in February, 1947. The constitution and functions of the Commission have much in common with those of the Caribbean Commission. The Commission is to be a consultative and advisory body to the six participating Governments on matters affecting the economic and social development of the non-self-governing territories within its scope which is defined as including all those non-self-governing territories in the Pacific Ocean which are administered by the participating Governments and which lie wholly or in part south of the Equator and east from and including the Netherlands New Guinea. Each participating Government is to be represented by two Commissioners. There are to be at least two regular sessions each year. The permanent headquarters of the Commission are to be in one of the non-self-governing territories, at a site to be selected by the Commission; meanwhile, temporary headquarters are at Sydney. The Commission will establish a Secretariat, and appoint a Secretary-General. The Australian and New Zealand Governments have been authorised to take all steps to set the necessary machinery in motion.

422. The Agreement establishing the Commission emphasises the special importance of research and provides for the establishment of a Research Council as a standing advisory body auxiliary to the Commission, members of which are to include a number of persons highly qualified in the several fields of health and economic and social development who will devote their full time to the work of the Council. The Canberra Conference drew up a list of 31 projects for research (in agriculture, economics, education and social development, fishery, forestry, health and medicine and labour) which it considered should be undertaken at an early date.

423. Following the pattern of the Caribbean Commission, a South Pacific Conference is also to be set up, of which the first session is to be called within two years and further sessions thereafter at intervals not exceeding three years. The object of the Conference is to associate with the work of the Commission representatives of the local inhabitants of the territories concerned and of interested official and non-official institutions. Delegates of the Conference are to be appointed for each territory within the scope of the Commission. The Conference may discuss all matters which fall within the competence of the Commission and may make recommendations to the Commission on such matters.

424. In Part I reference has been made to the arrangements with the United States Government in the early days of the war for leaving to them certain areas in the Caribbean Colonies on a ninety-nine-year agreement. Some of the defence installations built in these areas are being maintained at strength and, as noted in Chapter IV of this Part, a number of airfields are being made available for civil purposes. But other installations, including airfields, have been placed on a care and maintenance basis. The result has been a very substantial reduction in the number of United States Service personnel stationed in the Colonies and in the volume of local labour employed on Bases work. Relations between United States Service personnel and the Colonial authorities continue to be good.

425. An important matter still under consideration by His Majesty's Government is the enactment of comprehensive legislation to implement the provisions of the Bases Agreement. This has been held up pending the outcome of discussions with the United States Government on certain subjects which have given rise to difficulties, the most important of which are the questions of jurisdiction and the free importation of goods into the leased Bases. As regards the latter an understanding has now been reached between the two Governments and this has been embodied in an Exchange of Notes.* As regards jurisdiction, doubts and difficulties have arisen over the interpretation of the relevant Article (Article IV) in the Bases Agreement. In June, 1946, discussions took place with the United States authorities at Washington. As a result, a revised draft of the Article was prepared which it is considered will afford a satisfactory settlement.

(c) United Nations and Trusteeship

426. Discussion at the San Francisco Conference on the shape of the future world organisation for security and peace raised many problems involving the administration of non-self-governing territories. It was clear that the mandate system of the League of Nations would need to be reviewed and some attention given to the general opinion of many nations that the new world organisation should concern itself with Colonial policy. In the preparatory work for the full Assembly Meetings of the United Nations and at subsequent sessions of the Assembly, the Colonial Office has been represented by one or other of the Ministers and by officials. The United Kingdom Delegation has consistently shown initiative in regard to all matters associated with Colonial territories falling within the purview of the United Nations. The Colonial Office has also played a considerable part in the work of the specialised agencies of the United Nations such as the International Labour Organisation, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation and the International Civil Aviation Organisation and in preparatory discussions for an International Trade Organisation and a World Health Organisation.

427. One of the differences between the proposals signed at Dumbarton Oaks for establishing a General International Organisation and the United Nations Charter which emerged from the San Francisco Conference was the inclusion in the latter of three Chapters (Chapters XI, XII, XIII) devoted to non-self-governing territories, in the drafting of which the United Kingdom Delegation took a prominent part. Chapter XI contains a general declaration of Colonial policy, based on the doctrine that the interests of the inhabitants of non-self-governing territories are paramount and that the member states responsible for their administration accept as a trust the obligation to promote their political, economic, social and educational advancement. This Chapter gives expression in the international field to what have long been the aims of British Colonial policy. Chapter XII established the international trusteeship system which could be applied to such territories as might be placed under it by subsequent individual agreements. These territories may be held under the mandate system of the League of Nations or may be territories taken from enemy states after the recent war or may be any non-self-governing territory placed under the system by a voluntary act of the metropolitan power concerned. Chapter XIII sets out the composition and functions of the Trusteeship Council (an organ of the United Nations with a status equal to that of the Security Council and the Economic and Social Council) which is responsible for the supervision of the administration of trust territories.

* Cmd. 7000.

428. The main differences between the mandate and trusteeship systems may be summarised thus: first, the "open door" provisions, which featured in the terms of most of the mandates, are replaced by a clause in the Charter which makes the required equality of economic treatment for all members of the United Nations subordinate to the political, economic, social and educational advancement of the inhabitants of the trust territories. Secondly, while the mandate system forbade the fortifying of the territory or the raising in it of troops for other than local defence, the trusteeship system requires Administering Authorities to ensure that each trust territory plays its full part in the maintenance of international peace and security. Thirdly, the Trusteeship Council is not, like the Permanent Mandates Commission, a body of experts appointed in their individual capacities but consists of representatives of member states of the United Nations divided equally between those who administer trust territories and those who do not. The "Big Five" are, furthermore, *ex-officio* members of the Trusteeship Council. Finally, the Council, unlike the Permanent Mandates Commission, has power to arrange for visits to trust territories.

429. As soon as the Charter had been signed, His Majesty's Government proceeded to discuss policy in relation to the international trusteeship system with the other British Commonwealth Governments and with the French and Belgian Governments; and when the first part of the First Session of the United Nations General Assembly met in London in January, 1946, it announced its intention of placing the three United Kingdom mandated territories in Africa (Tanganyika, Togoland and Cameroons) under trusteeship and also of establishing Transjordan as an independent state. As regards Palestine, it was stated that it would be premature to make any proposals pending the report of the Anglo-American Commission which was then visiting the territory. This declaration was warmly welcomed and was followed by declarations on similar lines from most of the other mandatory powers.

430. At the same meeting the Assembly, besides adopting resolutions welcoming the declarations to present trusteeship agreements to it for approval, proceeded to draft provisional rules of procedure for the Trusteeship Council and also invited the Secretary-General to include in his annual report a summary of information submitted by member Governments about non-self-governing territories not under trusteeship. Early in 1946, draft terms of trusteeship for the three United Kingdom mandates in Africa were circulated. Not only was collaboration with the Dominions and other mandatory powers maintained, but the draft terms were also sent for information to the Governments of the U.S.S.R., China and the U.S.A. Only the last named took advantage of this opportunity to comment on the drafts, and informal discussion on them took place in London with State Department officials in June, 1946. The first draft of the terms of trusteeship for Tanganyika and for Togoland and the Cameroons were presented to Parliament during the summer of 1946*. With the former was reproduced a statement made by the Prime Minister in Parliament on the 23rd January, 1946, indicating that those territories which had been under British administration for 25 years would remain under British administration after they had been placed under trusteeship and that the inhabitants would continue to be "British protected persons". In October, 1946, revised texts of the agreements were published† and were, in accordance with Article 85 of the Charter, presented for approval by the General Assembly at the second part of its First Session which was held in New York during the same month. They were examined in Committee clause by clause together with drafts submitted for approval by Australia (in respect of New Guinea), New Zealand (Western Samoa), Belgium (Ruanda Urundi) and France

* Cmd. 6840 and 6163. † Cmd. 6935.

(French Togoland and Cameroons), and were finally approved by the General Assembly on 13th December in a form which differed only slightly from the revised texts published in October.*

431. The draft Trusteeship Agreements having been approved, the Assembly proceeded to set up a Trusteeship Council which, under the terms of the Charter, could not come into being until a sufficient number of trusteeship agreements had been approved. Iraq and Mexico were elected to the Council for three-year terms and they, together with the U.S.A., China, the U.S.S.R. and the five administering Powers now constitute the Trusteeship Council.

432. At the first meeting of the Council held in New York in March, 1947, the United Kingdom was represented by the Parliamentary Under-Secretary of State for the Colonies. Its deliberations were mainly concerned with organisation, e.g. the adoption of rules of procedure, the election of officers, relationship with the Economic and Social Council and with the Specialised Agencies, and the preparation of a questionnaire to form the basis of annual reports on the trust territories. The only matter of substance discussed was a series of petitions from German and Italian residents, or former residents, in Tanganyika protesting against their proposed repatriation to Germany and Italy. The Council unanimously upheld the policy of His Majesty's Government and declined to intervene on the petitioners' behalf. It is already apparent that the United Kingdom will continue to play in the Council, in the practical application of the Trusteeship system, a part no less important than that which it has played during the past two years in its formulation.

433. His Majesty's Government has also carried out the provision of Article 73 (e) of the United Nation's Charter regarding the transmission of information on non-self-governing territories not under trusteeship. It has already submitted to the Secretary-General detailed statistical information on the majority of the Colonial territories for which it is responsible. The information so far provided covers the year 1945. Despite local difficulties in assembling statistical reports under present conditions, Colonial Governments are now compiling similar information for the year 1946 from which it is hoped that the members of the United Nations will be able to obtain a picture of social, economic and educational progress throughout the British Colonial Empire. The article is significant as a declaration by all the Colonial powers associated with the United Nations of their purposes and obligations in the administration of non-self-governing territories.

* Final texts were published as Cmd. 7081, 7082 and 7083.

APPENDIX I

**LIST OF PARLIAMENTARY AND NON-PARLIAMENTARY PAPERS OF COLONIAL
INTEREST PUBLISHED SINCE THE 1939 REPORT ON
THE COLONIAL EMPIRE (Cmd. 6023)**

- Cmd. 6029. British Guiana Refugee Commission.
 Cmd. 6050. Nutrition in the Colonial Empire, Part I.
 Cmd. 6051. Nutrition in the Colonial Empire, Part II.
 Cmd. 6062. Colonial Development Advisory Committee Report, 1938-1939.
 Cmd. 6070. Labour Conditions in the West Indies.
 Cmd. 6082. Africa—Spirituous Beverages, importation of.
 Cmd. 6140. Statistical Abstract for the British Empire, 1929-1938.
 H.C. 37. Colonial Development Fund, Account, 1937-38.
 H.C. 172. Colonial Stock Acts, List 1939.
 Col. 156. Colonial Directors of Agriculture. Conference, 1938.
 D.O.T. British East Africa.
 Kenya—Native Affairs Report, 1937.
 Col. 161. Colonial Students Committee Report.
 Col. 166. Palestine and Trans-Jordan Annual Report, 1938.
 Col. 164. Education in the Windward and Leeward Islands.
 Col. 165. Tanganyika Territory Annual Report, 1938.
 D.O.T. Malaya.
 Col. 169. Fourah Bay College. Report.
 Col. 170. Cameroons Annual Report, 1938.
 Col. 171. Togoland Annual Report, 1938.
 D.O.T. S. Rhodesia, N. Rhodesia, Nyasaland.
 Colonial Empire Marketing Board, 1937-1939.
 Col. 173. Higher Education in Malaya.
 Cmd. 6163. Medical Research Council. Annual Report, 1938-1939.
 Cmd. 6174. West India Royal Commission, 1938-1939. Recommendations.
 Cmd. 6175. Statement of Policy on Colonial Development and Welfare.
 Cmd. 6180. Palestine Land Transfers. Regulations.
 H.C. 34. Colonial Development Fund, Accounts, 1938.
 Col. 177. A Survey of Vocational Technical Education in the Colonial Empire.
 Cmd. 6277. Labour Conditions in West Africa. Report by Major Orde Browne.
 Cmd. 6298. Colonial Development Advisory Committee. Final Report (1939-1940).
 Cmd. 6299. Certain Aspects of Colonial Policy in War-time.
 Cmd. 6323. Agreement between United Kingdom and Trans-Jordan (1941).
 H.C. 40. Colonial Development Fund, Accounts, 1939.
 Cmd. 6345. France No. 1 (1942) Commercial and Economic relations between the U.K.
 and the Cameroons under French Mandate.
 Cmd. 6346. France No. 2 (1942) Commercial and Economic relations between the U.K.
 and French Equatorial Africa.
 Cmd. 6395. Protocol. Regulation of Production and Marketing of Sugar.
 H.C. 18. Colonial Development Fund, Accounts, 1940.
 Cmd. 6422. Colonial Development and Welfare Act, 1940.
 Cmd. 6423. Labour Conditions in Ceylon, Mauritius and Malaya.
 Cmd. 6427. Jamaica Constitution.
 Cmd. 6447. Post-war Forest Policy.
 Cmd. 6457. Colonial Development and Welfare Act, 1940. Return of Schemes.
 Cmd. 6458. Educational Reconstruction.
 Cmd. 6461. Misc. No. 4 (1943). United Nations Conference on Food and Agriculture.
 Cmd. 6486. Colonial Research Committee.
 Col. 184. Development and Welfare in the West Indies.
 Col. 185. Labour Supervision in the Colonial Empire.
 Col. 186. Mass Education in African Society.
 Cmd. 6511. The Atlantic Charter, and the Prime Minister's Statement on Basic English
 of March 9, 1944: in their original form, and in Basic English, for
 purposes of comparison.
 Cmd. 6514. Scientific Research and Development.
 Cmd. 6529. Colonial Products Research Council. First Annual Report, 1943-1944.
 Cmd. 6532. Colonial Development and Welfare Act, 1940: Return of Schemes made
 under the Colonial Development and Welfare Act, 1940 (period from
 1st April, 1943 to 31st March, 1944).
 Cmd. 6535. Colonial Research Committee First Annual Report, 1943-1944.

- Cmd. 6554. Report on Cocoa Control in West Africa, 1939-1943.
 Col. 187. Report of the West Indian Conference held in Barbados 21st-30th March, 1944.
- Cmd. 6599. Proposals for the Revision of the Constitution of Nigeria.
 Cmd. 6607. West India Royal Commission Report.
 Cmd. 6608. West India Royal Commission Report on Agriculture, Fisheries, Forestry and Veterinary Matters.
- Cmd. 6647. Report of the Commission on Higher Education in the Colonies.
 Cmd. 6654. Report of the West Indies Committee of the Commission of Higher Education in the Colonies.
- Cmd. 6655. Report of the Commission on Higher Education in West Africa.
 Cmd. 6656. West India Royal Commission, 1938-1939.
 Cmd. 6663. Colonial Research, 1944-1945.
 Cmd. 6672. Report of the Committee on the Training of Nurses for the Colonies.
 Cmd. 6677. Ceylon, Report of the Commission on the Constitutional Reform.
 Cmd. 6690. Ceylon, Statement of Policy on Constitutional Reform.
 Cmd. 6709. Proposals for consideration by International Conference on Trade and Employment.
- Cmd. 6713. Colonial Development and Welfare. Despatch to Colonial Governors.
 H.C. 106. Colonial Development and Welfare Act, 1940. Return of Schemes.
 Col. 190. Customs Tariffs of the Colonial Empire, 1945.
 Col. 191. Inter-Territorial Organisation in East Africa.
 Col. 188. Report on the Sugar Industry of Fiji.
 Col. 189. Development and Welfare in the West Indies, 1943-1944.
 Col. 192. Report and Proceedings of the Cocoa Research Conference.
- Cmd. 6724. Malayan Union and Singapore. Statement of Policy on Future Constitution.
 Cmd. 6808. Anglo-American Committee on European Jewry and Palestine, 1946.
 Cmd. 6840. Trusteeship Territories in Africa under U.K. Mandate.
 Cmd. 6863. Trusteeship : Togoland and the Cameroons under United Kingdom Mandate.
 Cmd. 6873. Palestine : Statement of Information Relating to Acts of Violence.
 Cmd. 6916. Treaty of Alliance between United Kingdom and Transjordan.
 Cmd. 6935. Trusteeship : Territories in Africa under U.K. Mandate.
 Cmd. 6950. Statement on future marketing of West African cocoa.
 Cmd. 6970. British Commonwealth Scientific Official Conference, London, 1947. Report of Proceedings.
- Cmd. 6971. Imperial Agricultural Bureaux Conference, London, 1946.
 Cmd. 7014. Malta : Statement of Policy on Constitutional Reform.
 Cmd. 7030. A Plan for the Mechanised Production of Ground-nuts in East and Central Africa.
- Cmd. 7031. Report of Preparatory Commission on World Food Proposals.
 Cmd. 7044. Proposals for the Future of Palestine.
 Col. 193. Labour Conditions in East Africa.
 Col. 194. Report on a Mission to Malaya.
 Col. 195. Nutrition in the British West Indies.
 Col. 196. Report on the Finances of the Government of Malta.
 Col. 198. Post-war Training for the Colonial Service.
 Col. 197. Organisation of the Colonial Service.
 Col. 199. The Co-operative Movement in the Colonies.
 Col. 200. Central Organisation for Geodetic and Topographical Surveys in the Colonial Empire.
- Col. 201. The System of Education of the Jewish Community in Palestine.
 Col. 202. North Borneo.
 Col. 203. East African Agriculture Research Institute, Amani.
 Col. 204. Enquiry into the Cost of Living and the Control of Cost of Living in the Colony and Protectorate of Nigeria.
 Col. 206. Memorandum on Colonial Mining Policy.
 Report of the British Trade Mission to Iraq, Syria, the Lebanon and Cyprus.
- Col. 207. Malta : Report of Constitutional Commissioner.
 Col. 208. Colonial Research, 1945-1946.
 Col. 210. Inter-territorial Organisation in East Africa.
 H.C. 150. Colonial Development and Welfare Act, 1940.
 Cmd. 7093. Bermuda : Petition for Appointment of a Royal Commission.
 Col. 209. Civil Service in British West Africa.
 Col. 211. Report on West African Oils and Oilseeds.
 Cmd. 7120. Closer Association of British West Indian Colonies.
 Cmd. 7151. Colonial Research, 1946-1947.

APPENDIX II

LIST OF MONETARY GIFTS ONLY MADE BY COLONIAL GOVERNMENTS, NATIVE RULERS, VARIOUS BODIES AND INDIVIDUALS IN THE COLONIAL EMPIRE TO HIS MAJESTY'S GOVERNMENT AND ORGANISATIONS DURING THE WAR*

Colony	Amount
	£
Aden	77,454
Bahamas	125,200
Barbados	202,332
Bermuda	344,133
British Guiana	128,877
British Honduras.. .. .	26,590
Ceylon	1,096,101
Cyprus	13,424
Falkland Islands	71,656
Fiji	169,321
Gambia	11,478
Gibraltar	58,172
Gold Coast	361,696
Hong Kong	399,731
Jamaica	223,376
Kenya	386,032
Leeward Islands	37,262
Malta	35,193
Federated Malay States.. .. .	5,963,744
Unfederated Malay States	1,151,411
Straits Settlements	9,479,475
Mauritius	301,962
Nigeria	409,255
North Borneo	37,649
Northern Rhodesia	409,942
Nyasaland	164,214
Palestine	38,832
Sarawak	316,380
St. Helena.. .. .	5,681
Seychelles	15,762
Sierre Leone	148,698
Somaliland	7,574
Tanganyika Territory	420,988
Trinidad	929,095
Uganda	302,118
Western Pacific	45,032
Windward Islands	58,338
Zanzibar	40,770
Total	<u>£24,014,948</u>

* This list includes only monetary gifts which were brought to the notice of the Secretary of State and not monetary gifts made direct to organisations in the United Kingdom or gifts in kind.

APPENDIX III

COMPARATIVE STRENGTHS OF MILITARY FORCES IN VARIOUS COLONIAL TERRITORIES, 1939 AND 1945

Territory	Strength on 1.9.39	Strength on 1.5.45 (rounded figures)
East Africa	11,000	228,000
West Africa	8,000	146,000
Caribbean Colonies and Bermuda.. .. .	4,000	10,000
Falkland Islands	250	200
St. Helena	—	250
Gibraltar	—	700
Malta	1,400	8,200
Cyprus	—	9,000
Palestine and Trans-Jordan	1,500	25,000
Aden	700	1,800
Mauritius	250	3,500
Seychelles	—	1,500
Ceylon	3,500	26,000
Malay and Borneo	10,000	—
Sarawak	—	—
Hong Kong	1,500	—
Fiji	650	7,000
Tonga.. .. .	—	2,000
New Hebrides	—	100
Gilbert and Ellice Islands and Ocean Island	50	2,000
Solomon Islands	—	2,000
	42,800	473,250

APPENDIX IV

THE COLONIAL OFFICE, 1939-47
SECRETARIES AND UNDER-SECRETARIES OF STATE

Secretaries of State

1938	Rt. Hon. Malcolm MacDonald, M.P.
1940	Rt. Hon. Lord Lloyd, G.C.S.I., G.C.I.E., D.S.O.
1941	Rt. Hon. Lord Moyne, D.S.O.
1942 (Feb.)	Rt. Hon. Viscount Cranborne, P.C.
1942 (Nov.)	Rt. Hon. O. F. G. Stanley, M.C., M.P.
1945	Rt. Hon. G. H. Hall, M.P.
1946	Rt. Hon. A. Creech Jones, M.P.

Permanent Under-Secretaries of State

1939	Sir George Gater, C.M.G., D.S.O.
1940	Sir Cosmo Parkinson, G.C.M.G., K.C.B., O.B.E.
1942	Sir George Gater, G.C.M.G., K.C.B., D.S.O.
1947	Sir Thomas Lloyd, K.C.M.G.

Parliamentary Under-Secretaries of State

1937	The Marquess of Dufferin and Ava.
1940	Rt. Hon. G. H. Hall, M.P.
1942	Rt. Hon. H. Macmillan, P.C., M.P.
1943	Duke of Devonshire, K.G., M.B.E.
1945	A. Creech Jones, M.P.
1946	Ivor Thomas, M.P.

Deputy Under-Secretaries of State

1931	Sir John E. Shuckburgh, K.C.M.G., C.B.
1942	Sir William Battershill, K.C.M.G.
1945	Sir Arthur Dawe, K.C.M.G., O.B.E.
1947	{ Sir Sydney Caine, K.C.M.G. Sir Charles Jeffries, K.C.M.G., O.B.E. } Joint.

APPENDIX V

THE COLONIAL OFFICE, 1947*

SECRETARY OF STATE FOR THE COLONIES .. The Right Hon. A. Creech Jones, M.P.
 PARLIAMENTARY UNDER-SECRETARY OF STATE Ivor Thomas, M.P.

Senior Staff

PERMANENT UNDER-SECRETARY OF STATE.. Sir Thomas Lloyd, K.C.M.G.
 DEPUTY UNDER-SECRETARIES OF STATE .. { Sir Sydney Caine, K.C.M.G. .
 { Sir Charles Jeffries, K.C.M.G., O.B.E.
 ASSISTANT UNDER-SECRETARIES OF STATE .. { Sir Gerard Clauson, K.C.M.G., O.B.E.
 { J. M. Martin, C.B., C.V.O.
 { G. F. Seel, C.M.G.
 { C. G. Eastwood, C.M.G.
 { A. H. Poynton, C.M.G.
 { B. A. Cohen, O.B.E.
 SUPERINTENDING ASSISTANT SECRETARY .. J. J. Paskin, C.M.G., M.C.

Principal Advisers to the Secretary of State

ADVISER ON DEVELOPMENT PLANNING .. Sir Frank Stockdale, G.C.M.G., C.B.E.
 AGRICULTURAL ADVISER G. F. Clay, C.M.G., O.B.E., M.C.
 ADVISER ON ANIMAL HEALTH J. Smith, O.B.E., M.R.C.V.S., D.V.H.
 ADVISER ON CO-OPERATION B. J. Surridge, O.B.E.
 ADVISER ON DEMOGRAPHY R. R. Kuczynski.
 EDUCATIONAL ADVISER C. W. M. Cox, C.M.G.
 FISHERIES ADVISER C. F. Hickling.
 FORESTRY ADVISER W. A. Robertson.
 LABOUR ADVISER E. W. Barltrop, C.B.E., D.S.O.
 LEGAL ADVISER K. O. Roberts-Wray, C.M.G.
 MEDICAL ADVISER W. H. Kauntze, C.M.G., M.B.E., M.D.,
 F.R.C.P., D.P.H.
 SURVEYS ADVISER AND DIRECTOR OF COLONIAL (GEODETIC AND TOPOGRAPHIC) SURVEYS. Brigadier M. Hotine, C.B.E.
 GEOLOGICAL ADVISER AND DIRECTOR OF COLONIAL GEOLOGICAL SURVEYS. F. Dixey, O.B.E., D.Sc., F.G.S.

* Further details of the staff are given in the Colonial Office List, published by H.M. Stationery Office.

TOTAL PUBLIC REVENUE AND TOTAL PUBLIC EXPENDITURE OF

	1937		1938		1939		1940	
	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
EAST AFRICA								
Kenya	3,670	3,569	3,776	3,877	3,812	3,808	4,111	4,059
Northern Rhodesia	982	909	1,594	1,148	1,674	1,382	2,245	1,706
Nyasaland	773	765	842	810	817	806	910	1,002
Somaliland	256	212	233	225	175	166	127	258
Tanganyika	2,345	2,174	2,133	2,186	2,133	2,261	2,308	2,241
Uganda	1,960	1,740	1,864	2,020	1,718	2,260	1,871	2,057
Zanzibar	495	487	465	464	499	452	466	524
WEST AFRICA AND ST. HELENA								
Gambia	286	343	167	263	152	206	204	199
Gold Coast	3,792	3,637	3,780	3,489	3,734	3,631	3,869	3,872
Nigeria	7,342	7,376	5,811	6,867	6,113	6,499	7,273	7,254
Sierra Leone	1,026	919	886	910	1,131	1,165	1,139	952
St. Helena	41	23	27	30	15	33	34	33
EASTERN DEPENDENCIES								
Aden	169	127	149	128	204	147	258	190
Ceylon	8,501	8,650	8,770	9,529	9,951	10,227	10,165	9,551
Hong Kong	2,049	1,982	2,277	2,304	2,549	2,332	4,153	4,145
Mauritius	1,294	1,998	1,339	1,800	1,425	1,382	1,668	1,655
Seychelles	76	68	67	63	88	83	52	53
Malaya	17,838	16,732	19,126	20,078	16,532	18,866	17,196	19,805
British North Borneo	407	210	382	220	412	227	494	249
Brunei	122	76	138	172	149	138	173	160
Sarawak	560	479	497	498	556	490	871	585
MEDITERRANEAN DEPENDENCIES								
Cyprus	968	845	1,023	908	1,013	1,022	951	1,146
Gibraltar	208	196	208	200	204	275	328	275
Malta	1,302	1,349	1,343	1,354	1,432	1,413	2,164	2,019
Palestine	4,897	7,298	5,937	5,693	6,768	6,005	8,442	7,450
WEST INDIES AND FALKLAND ISLANDS								
Bahamas	514	419	412	655	423	466	481	502
Barbados	528	546	559	499	612	627	690	767
Bermuda	477	451	460	452	399	429	477	452
British Guiana	1,374	1,274	1,303	1,312	1,312	1,357	1,451	1,408
British Honduras	314	310	356	383	441	441	436	418
Cayman Islands	17	17	13	12	8	15	9	12
Jamaica	2,476	2,271	2,840	2,854	3,082	3,164	3,622	3,781
Leeward Islands :—								
Antigua	133	111	124	120	127	152	132	134
Montserrat	33	32	27	37	29	35	44	38
St. Kitts	124	105	137	123	148	180	176	164
Virgin Islands	15	7	9	10	9	11	10	10
Trinidad	2,553	2,160	2,801	2,548	2,796	2,708	3,233	4,275
Turks and Caicos Islands	21	11	14	15	10	14	14	14
Windward Islands :—								
Dominica	74	73	74	74	79	79	81	83
Grenada	177	178	170	172	158	174	182	201
St. Lucia	103	100	94	105	130	133	103	116
St. Vincent	95	98	102	97	102	100	116	110
Falkland Islands	86	85	73	78	62	75	66	84
WESTERN PACIFIC DEPENDENCIES								
British Solomon Islands	66	55	49	52	47	59	41	53
Fiji	854	791	801	871	839	987	845	854
Gilbert and Ellice Islands	62	71	78	81	54	64	47	69
New Hebrides	28	19	28	23	25	23	23	24
Tonga	55	50	48	56	45	56	49	58

THE TERRITORIES OF THE BRITISH COLONIAL EMPIRE, 1937-46*

1941		1942		1943		1944		1945		1946	
Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure
5,349	4,511	5,595	5,342	6,802	6,782	7,734	7,629	8,034	6,786	8,029	6,636
2,980	2,161	3,073	1,780	3,274	2,157	3,339	2,364	3,434	2,543	3,317	3,057
903	880	912	826	1,029	1,176	1,029	1,032	1,916	1,771	1,256	1,206
162	168	277	277	249	249	815	815	705	705	770	770
2,675	2,550	3,147	3,132	3,730	3,725	4,207	4,181	4,768	4,756	4,996	4,778
2,178	1,938	2,190	2,064	2,429	2,137	2,658	2,598	3,366	3,199	3,891	3,566
565	481	549	484	535	499	639	566	629	648	718	741
247	208	408	295	476	426	524	526	587	431	610	560
4,141	3,599	4,332	4,154	4,720	4,560	5,867	4,535	6,368	5,830	6,222	6,091
7,795	7,027	9,034	8,999	10,913	9,977	11,445	10,133	13,200	10,693	13,717	13,416
1,282	1,109	1,478	1,340	1,748	1,588	1,885	1,684	1,842	1,912	2,198	1,989
42	37	49	49	71	71	84	74	79	85	77	84
350	297	463	325	879	367	695	561	817	749	721	752
11,910	11,497	15,001	13,875	18,792	15,801	22,793	19,080	27,000	22,299	26,400	26,223
3,382	3,847	—	—	—	—	—	—	—	—	3,207	8,261
1,775	1,659	2,444	2,329	2,818	2,241	2,604	2,387	2,468	2,813	2,288	2,773
63	52	70	55	86	79	106	88	132	101	229	126
20,001	21,269	—	—	—	—	—	—	—	—	16,410	31,198
—	—	—	—	—	—	—	—	—	—	69	345
—	—	—	—	—	—	—	—	—	—	75	116
—	—	—	—	—	—	—	—	—	—	494	815
1,101	1,368	1,759	1,751	2,280	2,157	3,490	3,694	3,555	3,525	4,358	3,938
376	168	611	793	506	313	532	433	528	510	480	685
2,832	2,728	3,524	3,666	4,026	3,732	3,380	3,693	3,815	3,652	4,306	4,466
8,326	7,464	8,852	10,253	11,514	14,819	17,497	18,197	18,452	17,667	19,781	20,484
530	469	497	457	614	544	671	626	590	788	591	868
819	628	827	674	950	742	1,147	1,008	1,416	954	1,289	1,086
650	660	692	688	775	752	802	848	816	836	810	853
391	378	409	406	466	456	623	611	622	628	620	654
324	314	339	337	386	378	517	507	516	521	514	542
13	12	19	13	28	22	21	30	30	27	25	25
4,167	3,823	4,372	4,045	5,655	5,949	8,009	7,408	7,766	7,700	7,951	7,781
174	144	182	173	220	201	228	256	297	310	383	398
38	40	37	41	53	51	82	74	80	82	62	80
191	170	197	197	213	184	232	230	276	319	314	314
11	11	11	12	18	14	15	20	15	24	41	47
3,944	3,504	4,884	4,410	6,076	6,020	6,075	6,510	6,366	7,011	8,602	6,411
24	24	16	23	35	35	35	30	31	31	35	34
97	86	111	103	149	127	143	172	172	211	200	263
186	179	264	226	287	236	347	280	381	428	472	473
162	111	176	136	194	166	207	207	328	448	385	370
126	112	117	138	185	160	208	185	216	250	292	309
72	74	92	99	91	97	173	159	109	120	92	89
33	51	30	48	101	110	224	226	344	344	404	404
1,013	963	1,147	1,038	1,639	1,361	1,566	1,454	1,525	1,619	1,781	1,756
29	50	41	56	41	77	21	153	10	209	128	500
25	19	31	20	60	32	93	33	78	69	51	64
59	73	93	80	113	88	112	86	102	86	93	90

* See also notes on page 120.

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THE COLONIAL EMPIRE (1939-1947)

Cmd. 7167

ERRATA

Page 119. West Africa and St. Helena.

Nigeria—Revenue, 1941.

For—“ 7,795 ”.

Read—“ 7,975 ”.

Page 119. West Indies and Falkland Islands.

British Guiana and British Honduras.

Delete present figures and *substitute* as follows :—

	1941		1942		1943		1944		1945		1946	
	Revenue	Ex- penditure	Revenue	Ex- penditure	Revenue	Ex- penditure	Revenue	Ex- penditure	Revenue	Ex- penditure	Revenue	Ex- penditure
British Guiana	1,778	1,474	2,104	1,684	2,643	2,331	3,135	2,930	3,090	3,654	2,539	3,142
British Honduras	391	378	409	406	466	456	623	611	622	628	620	654

LONDON : HIS MAJESTY'S STATIONERY OFFICE. 1947

(80975) Wt. 907/2503 8/47 Hw.

NOTES TO APPENDIX VI.

1. All figures show total revenue or expenditure and are expressed in thousand pounds sterling.

2. *Malaya* in 1937-41 comprised the Straits Settlements (i.e. Singapore, Penang, Malacca and Labuan), the Federated Malay States (i.e. Perak, Selangor, Pahang, and Negri Sembilan), and the Unfederated Malay States (i.e. Johore, Kedah, Kelantan, Perlis and Trengganu). In 1946 the *Malayan Union* comprised Johore, Kedah, Kelantan, Malacca, Negri Sembilan, Pahang, Penang, Perak, Perlis, Trengganu and Selangor. To facilitate comparison between 1937-41 on the one hand and 1946 on the other the figures for the *Malayan Union* and for Singapore in 1946 are shown above in one item. It should not be forgotten, however, that the figures for Labuan are included with those for Malaya in 1937-41 and with those for Borneo in 1946.

3. Dashes indicate that neither estimates nor actual figures are available.

4. Figures for the following territories are estimates :—

In 1939 Somaliland; in 1940 Somaliland, Hong Kong, Malaya and Brunei; in 1941 Hong Kong and Malaya; in 1942 Somaliland; in 1943 Somaliland; in 1944 Somaliland and Turks and Caicos Islands; in 1945 Somaliland, Gold Coast, St. Helena, Aden, Ceylon, Mauritius, Gibraltar, Malta, Palestine, Bahamas, Barbados, British Guiana, Cayman Islands, Jamaica, Montserrat, Virgin Islands, Turks and Caicos Islands, Dominica, Falkland Islands, British Solomon Islands, Gilbert and Ellice Islands, and Tonga; and in 1946 all territories.

Conversions to £ sterling have been made at the following rates :—

Aden, Ceylon, Mauritius and Seychelles : Rupee = £0 1s. 6d.

British Guiana and Trinidad : Dollars 4·8 = £1.

British Honduras : 1937 Dollars 4·94 = £1 0s. 0d.

1938 „ 4·89 = „

1939 „ 4·46 = „

1940-6 „ 4·03 = „

British Solomon Islands, Gilbert and Ellice Islands, and Tonga : £A125 = £100 sterling.

Brunei, Malaya, British North Borneo and Sarawak : Dollar = £0 2s. 4d.

Fiji : £F111 = £100 sterling.

Hong Kong : Dollar in 1937 = £0 1s. 2·8125d.; in 1938 = £0 1s. 2·875d.; in 1939 = £0 1s. 2·75d.; in 1940 = £0 1s. 2·875d.; in 1941 = £0 1s. 2·8d.; and in 1946 = £0 1s. 3d.

6. All figures concern calendar years except for the following :—

Aden, Barbados, British Solomon Islands, Gold Coast, Hong Kong, Jamaica, Malta, Nigeria and Palestine : 1st April to 31st March for all years.

Mauritius and Tonga : 1st July to 30th June for all years.

Ceylon : 1st October to 30th September for all years.

Cayman Islands : 1st January to 31st December for 1937-41, and 1st April to 31st March for 1942-3 to 1946-7.

Turks and Caicos Islands : 1st January to 31st December for 1937-41, and 1st April to 31st March for 1942-3 to 1946-7.

Gilbert and Ellice Islands : 1st July to 30th June for 1937-8 to 1944-5; 1st July to 31st March only for 1945-6; and 1st April to 31st March for 1946-7.

Malaya, Brunei and Sarawak : 1st April to 31st December only for 1946.

Somaliland : 1st January to 31st December for 1937 to 1940, and 1st July to 30th June for 1941-2 to 1946-7.

BRITISH COLONIAL EMPIRE : TOTAL IMPORTS AND TOTAL

	1939		1940		1941	
	Imports	Exports	Imports	Exports	Imports	Exports
EAST AFRICA—						
Kenya and Uganda	8,989	10,751	11,077	11,966	14,565	13,965
Northern Rhodesia	4,631	10,220	5,294	13,028	5,745	10,937
Nyasaland	777	842	838	1,047	1,064	1,297
Somaliland	509	204	—	—	—	—
Tanganyika	3,275	4,605	3,509	5,673	3,685	6,836
Zanzibar	836	1,167	876	1,158	1,041	1,551
WEST AFRICA AND ST. HELENA—						
Gambia	386	557	349	319	503	290
Gold Coast	10,626	16,235	7,631	14,324	6,269	13,548
Nigeria	8,626	14,151	10,822	13,053	7,025	14,583
Sierra Leone	1,667	2,208	2,503	2,148	3,814	1,593
St. Helena	38	16	—	—	—	—
EASTERN DEPENDENCIES—						
Aden	4,972	2,766	4,438	2,203	6,391	2,787
Ceylon	18,189	24,611	21,207	29,137	21,538	32,928
Hong Kong	36,846	37,415	46,654	38,536	—	—
Mauritius	2,376	2,847	2,845	2,462	3,148	4,258
Seychelles	86	96	82	89	97	79
Malaya	73,283	87,523	96,863	131,620	—	—
British North Borneo	787	1,598	1,083	2,386	—	—
Brunei	—	—	—	—	—	—
Sarawak	3,059	4,016	3,829	5,341	—	—
MEDITERRANEAN DEPENDENCIES—						
Cyprus	1,892	2,424	1,834	1,532	2,515	1,075
Malta	4,167	660	2,379	466	—	—
Palestine	17,835	5,765	12,574	4,495	13,332	5,049
WEST INDIES AND FALKLAND ISLANDS—						
Bahamas	1,094	180	1,284	229	1,519	302
Barbados	2,446	2,029	2,303	1,682	2,316	1,891
Bermuda	1,752	116	1,470	84	2,422	125
British Guiana	2,290	3,068	2,990	3,169	3,632	4,080
British Honduras	792	565	823	754	931	833
Jamaica, Cayman Islands and Turks and Caicos Islands ..	6,562	4,827	6,221	3,293	6,593	4,049
Leeward Islands	706	798	689	797	802	957
Trinidad	7,295	7,809	9,424	9,631	11,999	9,888
Windward Islands :—						
Dominica	—	—	114	93	145	164
Grenada	293	311	355	292	346	378
St. Lucia	222	157	241	181	362	278
St. Vincent	217	240	249	243	248	284
Falkland Islands	388	672	946	1,246	544	769
WESTERN PACIFIC DEPENDENCIES—						
British Solomon Islands ..	154	149	108	111	92	134
Fiji	1,435	2,474	1,645	2,413	1,949	2,293
Gilbert and Ellice Islands ..	143	230	—	—	—	—
New Hebrides	119	124	90	72	89	108
Tonga	64	64	61	50	58	45
TOTALS	231,082	255,533	267,007	306,882	216,294	138,296

VII

EXPORTS IN THOUSAND POUNDS STERLING, 1939-46.*

1942		1943		1944		1945		1946	
Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports	Imports	Exports
13,874	14,035	14,581	13,824	15,724	16,086	14,494	19,225	22,649	20,594
5,583	12,747	6,149	13,965	6,990	12,168	7,317	11,685	7,400	12,600
1,073	1,398	1,429	1,379	1,714	1,502	1,641	1,876	2,253	2,327
—	—	—	—	—	—	—	—	—	—
3,735	7,630	4,789	6,413	5,829	7,835	6,966	8,626	8,195	9,360
1,043	1,355	1,216	1,137	1,249	1,175	1,200	1,383	1,978	2,164
—	—	—	—	—	—	—	—	—	—
1,044	133	1,355	207	1,187	378	1,042	777	949	696
9,877	12,550	10,168	12,631	9,828	12,314	10,954	15,744	17,464	20,362
15,374	15,165	18,568	15,437	18,504	16,203	15,918	17,185	25,685	25,358
4,955	1,333	6,227	995	5,484	1,446	3,718	1,787	3,961	2,644
—	—	—	—	—	—	—	—	—	—
10,918	5,402	11,312	6,873	13,156	7,203	11,536	5,838	—	—
20,555	39,799	31,717	42,747	37,507	50,996	44,379	49,935	45,161	57,326
—	—	—	—	—	—	—	—	80,000	63,000
2,882	3,296	3,350	3,836	4,721	3,472	4,360	1,928	5,042	4,040
89	120	139	110	183	174	199	174	245	415
—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—	3,383	2,683
—	—	—	—	—	—	—	—	—	—
2,469	1,200	2,612	2,187	4,829	2,452	5,340	3,533	8,138	4,202
—	—	4,768	32	5,270	309	9,101	598	12,953	707
21,383	9,528	27,232	13,643	36,252	15,975	40,882	20,396	71,188	24,485
—	—	—	—	—	—	—	—	—	—
1,326	293	1,527	425	1,743	338	1,806	432	2,841	399
2,022	1,362	2,937	2,339	3,418	2,515	3,471	2,870	4,992	3,142
4,389	103	2,582	159	2,466	108	2,444	143	3,634	263
3,826	4,022	5,200	4,892	4,708	5,106	4,426	4,504	5,597	5,634
984	634	1,411	929	1,827	1,510	1,945	1,221	1,683	1,296
—	—	—	—	—	—	—	—	—	—
5,601	4,117	7,454	4,292	9,114	4,530	9,781	5,034	12,523	8,323
833	645	1,007	971	1,160	980	1,314	1,128	1,542	1,284
11,860	9,862	12,619	8,835	14,400	11,283	13,548	11,420	15,709	12,849
—	—	—	—	—	—	—	—	—	—
116	155	244	144	274	210	285	241	401	198
361	546	429	564	596	613	573	588	768	827
380	164	387	161	329	183	399	196	—	—
198	230	327	166	424	204	382	193	452	216
252	37	361	834	449	585	713	812	930	1,288
—	—	—	—	—	—	—	—	—	—
2,014	2,800	2,445	2,175	2,330	1,809	2,362	1,959	3,217	3,247
—	—	—	—	—	—	—	—	—	—
99	215	204	298	341	322	227	280	336	235
115	96	212	135	212	211	178	162	219	171
150,261	151,432	185,515	163,431	212,220	180,197	222,899	191,871	—	—

* See also note on page 124.

NOTES TO APPENDIX VII.

1. All figures show total imports or exports and are expressed in thousand pounds sterling.
2. Dominica before 1940 was included in Leeward Islands.
3. No data are available for the free port of Gibraltar.
4. Malaya in 1939 and 1940 comprised the Straits Settlements, the Federated Malay States, and the Unfederated Malay States. No separate data are available for each separate territory or group of territories.
5. Except as in (2) and (3) above dashes indicate data not yet supplied by the territory concerned or not available because of the war.
6. Conversions to £ sterling have been made at the following rates:—
 - Aden, Ceylon, Mauritius and Seychelles: Rupee = £0 1s. 6d.
 - British Guiana and Trinidad: Dollars 4.8 = £1 0s. 0d.
 - British Honduras: 1939 Dollars 4.46 = £1 0s. 0d.
1940-46 Dollars 4.03 = £1 0s. 0d.
 - British Solomon Islands, Gilbert and Ellice Islands, and Tonga: £A^{*}125 = £100 sterling.
 - Brunei, Malaya, British North Borneo and Sarawak: Dollar = £0 2s. 4d.
 - Fiji: £F111 = £100 sterling.
 - Hong Kong: 1939^{*} Dollar = £0 1s. 2.75d.
1940 Dollar = £0 1s. 2.875d.
1946 Dollar = £0 1s. 3d.
7. For the year 1946 Bermuda figures exclude imports and exports by Naval forces and United States base personnel; Hong Kong, Northern Rhodesia and Sarawak figures are estimates; and Palestine figures exclude ships' stores.