

FIFTH REPORT  
FROM THE  
SELECT COMMITTEE ON  
ESTIMATES

Session 1947-48

COLONIAL DEVELOPMENT

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*Ordered by The House of Commons to be Printed  
30th June 1948*

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LONDON  
HIS MAJESTY'S STATIONERY OFFICE

PRICE 1s. 6d. NET

## ORDER OF REFERENCE

*Tuesday, 28th October, 1947*

Estimates,—Select Committee appointed to examine such of the Estimates presented to this House as may seem fit to the Committee, and to suggest the form in which the Estimates shall be presented for examination, and to report what, if any, economies consistent with the policy implied in those Estimates may be effected therein :—To consist of Twenty-eight Members : Mr. Alexander Anderson, Mr. Barton, Mr. Champion, Mr. Geoffrey Cooper, Mr. Corlett, Mr. Cuthbert, Viscountess Davidson, Mr. Edward Davies, Sir Ralph Glyn, Viscount Hinchinbrooke, Mr. Howard, Mr. H. D. Hughes, Wing Commander Hulbert, Colonel James Hutchison, Mr. Kirby, Mr. Low, Sir Peter Macdonald, Mr. Niall Macpherson, Mrs. Leah Manning, Mr. Monslow, Mr. Parkin, Mr. Rhodes, Mr. Wilfrid Roberts, Mr. Norman Smith, Mr. William Wells, Mr. West, Mr. Frederick Willey and Mr. Willis : Seven to be the Quorum :—Power to send for persons, papers and records ; to sit notwithstanding any Adjournment of the House ; to adjourn from place to place ; and to report from time to time :—Power to appoint Sub-Committees and to refer to such Sub-Committees any of the matters referred to the Committee :—Four to be the quorum of every such Sub-Committee :—Every such Sub-Committee to have power to send for persons, papers and records ; to sit notwithstanding any Adjournment of the House ; and to adjourn from place to place :—Power to report from time to time Minutes of Evidence taken before Sub-Committees.—(*Mr. Robert Taylor.*)

*Wednesday, 5th November, 1947*

Mr. Howard *discharged* from the Select Committee ; Sir Hugh Lucas-Tooth *added*.—(*Mr. Robert Taylor.*)

*Wednesday, 28th January, 1948*

Mr. Rhodes *discharged* from the Select Committee ; Mr. Yates *added*.—(*Mr. Robert Taylor.*)

*Wednesday, 10th March, 1948*

Leave given to Sub-Committee B, appointed by the Select Committee on Estimates, to visit the territories in West Africa for which the Colonial Office are responsible, and to hold sittings there, in pursuance of their examination of the several Votes accounted for by the Colonial Office.—(*Sir Ralph Glyn.*)

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The cost of printing and publishing this volume is estimated by H.M. Stationery Office at £175 10s. 0d.

The Minutes of the Evidence relating to this Report will be published later.

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## FIFTH REPORT

The Select Committee appointed to examine such of the Estimates presented to this House as may seem fit to the Committee, and to suggest the form in which the Estimates shall be presented for examination, and to report what, if any, economies consistent with the policy implied in those Estimates may be effected therein, have made further progress in the matters to them referred, and have agreed to the following Fifth Report:—

### COLONIAL DEVELOPMENT

1. Your Committee have made an inquiry into Colonial Development. The relevant Estimates are, for the year ending 31st March, 1949:—

	£
Class II, Vote 10, Colonial Office ... ..	789,591
Class II, Vote 12, West African Produce Control Board	2,044,510
Class II, Vote 13, Development and Welfare (Colonies, etc.) ... ..	4,310,000
and the Supplementary Estimate for the year ended 31st March, 1948:—	
Class X, Vote 3, Ministry of Food, Subhead J, Production of Groundnuts in East and Central Africa ... ..	3,400,000

2. At Westminster witnesses were heard from the Colonial Office and the Ministry of Food; from the Colonial Development Corporation and the Overseas Food Corporation; from the United Africa Company and John Holt and Company (Liverpool), Limited. Evidence was also heard from the First Civil Service Commissioner and the Chief Planning Officer, Economic Affairs; and from Lord Milverton of Lagos, lately Governor of Nigeria, and Sir Hubert Walker, Chairman of the West African Airways Corporation, lately Director of Public Works, Nigeria.

3. In order to get first-hand information about the progress of Colonial Development, the leave of the House was obtained for Sub-Committee B to visit Nigeria. Though the great diversity of the Colonial Empire precludes generalisations, Your Committee believe that the attempt to appraise the progress made in one territory may bring to light some principles of wider application.

4. Sub-Committee B flew to Lagos on 30th-31st March. There they took evidence from the Chief Secretary, the Financial Secretary, and the Acting Secretary for Development; from the heads of Departments and the General Manager of the Railway; and from the Chairman of the Cameroons Development Corporation. On 4th April, the Sub-Committee began a tour of the Provinces, in the course of which they took evidence from the Chief Commissioners of each of the three Regions, West, East and North, and from their staffs. At Lagos and in the Provinces the Sub-Committee heard a large number of representatives of unofficial African opinion, including members of the Legislative Council and the Houses of Assembly, the Central Development Board and the Nigerian Cocoa Marketing Board.

5. In the course of their journey, the Sub-Committee met and had informal conversations with the Awujale of Ijebu-Ode, the Olubadan of Ibadan, the Alake of Abeokuta, the Oni of Ife, the Alafin of Oyo, the Oba of Benin, the Aighobahi of Benin, the Emir of Zaria, the Emir of Katsina and the Emir of Kano; and of members of their councils.

6. The Sub-Committee visited the University College at Ibadan, the technical college at Yaba and the secondary schools at Ife and Zaria, the trade school at Kaduna and the Ishere approved school; the textile centres at Owo and Oyo; the Schools of Agriculture and Forestry, the Moor Plantation, the Oil Palm Research Station near Benin, the farm centres at Samaru and Shika, and the rural development centre at Daudawa; the veterinary school at Vom and the headquarters of the Geological Department at Kaduna; the premises of the Gaskiya Corporation; the colliery at Enugu, the wharf at Apapa, the tin mines at Jos and a tobacco factory. The Sub-Committee also saw the anti-malarial scheme at Lagos and various forms of communal development in the Udi Division of Onitsha. The last sitting of the Sub-Committee was held at Kano on 17th April. After the sittings in Nigeria had ended, four Members of the Sub-Committee visited the Cameroons, at the invitation of the Nigerian Government, to see the work of the Development Corporation.

## I. THE COLONIAL DEVELOPMENT AND WELFARE ACTS

### *The Act of 1929*

7. Annual provision in the Estimates for the development of the colonial territories and the welfare of their peoples was first made under the Colonial Development and Welfare Act, 1929. Until that date, although assistance might be given by guaranteed loan or otherwise towards development in particular cases, there was no general Act in existence by which any Colony could obtain financial assistance to enable it to pursue an active policy of development and expansion of services beyond the limits imposed by its own revenues. The Act of 1929 enabled the British Government to make advances, by way of either grant or loan, to Colonial Governments for the purpose of aiding and developing agriculture and industry in the Colonies, but only up to a maximum of £1 million in any one year.

8. The main weakness of the Act of 1929 was that it limited too narrowly the objects for which assistance could be given. The emphasis was on material development, and social services were excluded. For example, education, except technical instruction, was not eligible for assistance under the Act.

9. The effect of the economic crisis of the early thirties was disastrous to Colonial Governments mainly dependent for revenue on customs and excise dues. In Nigeria, for example, the total sum of money available for Public Works-development in one year was £14,000. The official Colonial Recruitment handbook, published in 1939, opens its chapter on the Education Service with the note that "in consequence of the general financial depression comparatively few educational vacancies have been available since 1931 and it is considered unlikely that there will be any marked increase in the rate of recruitment for the present." Colonial Governments themselves had totally inadequate resources and there was no prospect of help from the Imperial Government.

### *The Act of 1940*

10. The Colonial Development and Welfare Act, 1940, marked a decisive change in policy. Besides increasing the scope of financial help to a maximum of £5 million a year with a further £500,000 a year for research, it was drawn in much wider terms and enabled schemes to be made "for any purpose likely to promote the development of the resources of any Colony or the welfare of its people." Social services such as health and education thus became eligible for assistance. Welfare rather than development was uppermost in the minds of those who administered the Act, and development was interpreted to mean the expansion of the usual Government services at a somewhat more rapid rate.

11. The 1940 Act made it possible for Colonies to obtain assistance towards a much wider variety of schemes, but it had the disadvantage from the point of view of long-term planning that it did not allow money unspent in one year to be carried forward so as to increase the maximum in later years. Consequently it was difficult for Colonial Governments to plan programmes of development involving a rising curve of expenditure.

12. During the war it was necessary to restrict development to projects which could be carried out without calling upon resources needed to defend the Empire. The maximum provided under the 1940 Act was, therefore, never in fact reached.

#### *The Act of 1945*

13. Shortly before the end of the war, in April, 1945, Parliament decided to increase the provision for colonial development and welfare in order that the Colonies should be enabled to pursue an active policy when peace returned. The Colonial Development and Welfare Act, 1945, made available, for the same objects as the Act of 1940, a total sum of £120 million over the ten years ending 31st March, 1956. Apart from the increase in the amount provided, the 1945 Act has greatly facilitated the long-term planning of colonial development, because the amount which may be spent in any one year is not limited to one-tenth of the total, but is subject only to the limit of £17,500,000, of which not more than £1 million may be spent in research.

14. After the 1945 Act had been passed, each Colonial Government was informed of a definite allocation of money which it could expect to receive under the Act for expenditure on approved schemes. In this way £85½ million was allotted to individual territories or to groups of territories. Of the remaining £34½ million provided under the Act, £11 million was placed in reserve against unforeseen development later in the decade and £23½ million was allocated to certain important projects which are to benefit the whole Colonial Empire and which can be efficiently administered only from the centre. Among allocations for centrally administered schemes may be mentioned £8½ million for research, £6½ million for higher education, £2½ million for training for the Colonial Service and £2 million for geodetic and topographical surveys.

15. At the same time each Colonial Government was asked to draw up a ten-year plan of development for the approval of the Secretary of State. These plans were to take into account not only the money to be provided under the Act but also whatever contribution each Colonial Government could make from its own revenue or out of loans. Seventeen ten-year plans involving a total expenditure of £180 million have been approved. Of this amount, £59½ million is to be provided from United Kingdom funds and the remainder from Colonial resources. Thus, for every £1 contributed by the United Kingdom towards local schemes, about £2 will be provided by the Colonial Governments out of their own resources.

16. When the Secretary of State has approved a comprehensive ten-year plan for the development of a Colony, the Colonial Government submits, for the approval of the Colonial Office and the Treasury, individual schemes, showing in detail the works to be executed and the appointments to be made, with estimates of the cost. Each scheme also includes the details of the way in which finance is to be provided: how much money is to be contributed by the United Kingdom and how much by the Colonial Government out of revenue or loan. The financial arrangement is different for each scheme. The Returns of Schemes made between 1st April, 1946, and 31st March, 1948,\* give some idea of the variety and complexity of these financial arrangements. When approved, the scheme with its financial provisions becomes the authority for expenditure and the basis of accounting.

\* H.C. 127 of 1947 and 166 of 1948.

17. It is clearly desirable that the Colonial Office should have some measure of control over a policy for which it is answerable to the British Parliament. The financial provisions of the scheme are designed to ensure that the United Kingdom contribution is spent on the objects for which approval has been given and that the Colonial Government bears its proper share of the burden. As a consequence of this financial procedure the accounts of expenditure under the Acts have to be kept separately from the accounts of the Colonial Government's normal expenditure, although both are for the most part in respect of the same services—the one merely supplements the other. It was strongly represented to the Sub-Committee which visited Nigeria that this separation of accounts imposed a tremendous and unnecessary burden upon the clerical staff in the Regions and in the Government Headquarters at Lagos. It was suggested that it was unreasonable to demand separate accounts of expenditure under the Acts merely in order that the contribution from the United Kingdom should be precisely determined in accordance with the progress of each individual scheme. If the United Kingdom made one annual block payment or a percentage grant up to a given total in respect of all the approved development schemes in progress in a Colony, that money would be administered no less economically than it is now and would be subject to audit by the Director of Colonial Audit in the same way as ordinary Colonial expenditure. Your Committee consider that the matter needs investigation to see whether a way can be found of eliminating unnecessary accounting work without impairing financial control. Since, however, the suggestion raises a question of appropriation rather than of economy, Your Committee recognise that it falls more properly within the province of the Committee of Public Accounts.

*Expenditure under the Acts*

18. Actual expenditure from the Colonial Development and Welfare Vote during the five years preceding 31st March, 1946, was at the average rate of £2 million a year. In the first year of operation of the ten-year plans under the 1945 Act, i.e., in the year ended 31st March, 1947, £9,340,000 was provided in the Development and Welfare Vote, but only £3,546,688 was actually spent. In the Estimates for the year ended 31st March, 1948, the Vote for Development and Welfare was reduced to £7,510,500, but actual issues amounted only to £5,326,278. In the current Estimates the Vote has again been reduced, to £4,310,000.

19. Expenditure has thus fallen far short of estimate. Delay in capital construction and rising costs have now rendered the original "costed plans" out of date. Your Committee recommend that an early investigation should be made into the additional financial provision likely to be required to complete existing schemes, and into the need for extending the ten-year period originally contemplated.

*Underspending: the symptom of a wrong approach to development*

20. The fact that underspending has taken place on such a scale, at a time when public expectations have passed beyond the original development plans, demands urgent and fundamental examination. The situation can, however, be retrieved, and so far from leading to a spectacular failure, it can lead to a step forward in the conception of development planning as important as any of the previous stages.

21. The emphasis in existing plans on the expansion of government departments is the natural result of planning from the top. In a democratic approach one starts with the colonial peoples themselves, their needs and their potentialities. The Colonies are poor because the people have not learned how to master their environment. Techniques and tools are primitive, hygiene



deplorable, and conditions too frequently accepted as inevitable when knowledge and the right tools could improve them. Rapid and effective progress requires the introduction of methods of communal development in water supply, agriculture, hygiene, domestic living, cultural values, self-help and democratic organisation.

22. British administrators have kept their standards high. Fully qualified technicians are few and costly. Their work needs to be supplemented by widespread measures which require mass employment of the partially qualified. A large-scale advance in agriculture means reaching into every village, forming farmers' groups and agricultural societies, demonstrating new techniques on farmers' holdings, promoting co-operatives and providing fertilisers, improved tools and cattle. Individual farmers must become links in a chain reaction that stirs the whole community. Such a task, or its equivalent in hygiene or education, is impracticable if it must wait for fully-trained scientists and teachers and standard buildings. Once the leaven is stirred which will release the potentialities of the peoples themselves, the tasks of individual administrators will become not more but less formidable. In spite of the shortage of experts and materials the achievement of development plans can be confidently undertaken.

## II. MATERIALS AND MEN.

### ALLOCATION OF CAPITAL EQUIPMENT AND MATERIALS.

23. So long as there is a general shortage of capital equipment, some delay in carrying out plans for colonial development is inevitable. But even in the present situation, where all demands cannot possibly be met in full, it is legitimate to inquire, first whether the arrangements for securing to the Colonies their due share are adequate, and secondly whether the supplies made available to the Colonies are distributed and used to the best advantage.

24. During the war there was built up in the Colonies a system of import licensing under which eventually a large list of goods came to be controlled. After the war this system was abandoned, and at the present time scarce materials are allocated by an inter-departmental Materials Committee. For example, unfabricated steel, such as bars, sections and girders, is allocated to the Board of Trade for all export purposes; and steel for manufacture is allocated to the Ministry of Supply, which is responsible for sub-allocating it to the various industries, for each of which an export target is fixed. There is no specific allocation of steel of either kind for the Colonies. Their needs are met out of the general allocation for export.\* The same applies to other scarce materials. In other words, there has been no system for determining the total needs of the Colonies and making an appropriate allocation of resources to them. Without such a system it is clearly impossible either to frame or implement efficiently a policy of colonial development.

#### *Co-ordination of all colonial needs*

25. A large share of the responsibility for colonial development is, and will continue to be, in the hands of private firms and an increasing part is to be played by public development corporations. These firms and corporations do not, like the Colonial Governments, place their orders through the Crown Agents for the Colonies, but use ordinary trade channels, with the result that their demands are not co-ordinated with the demands of Colonial Governments. It is true that private firms naturally seek the support of the Colonial Office when engaging on major capital projects and that the Colonial Office has a general responsibility for the supervision of development corporations, whether directly sponsored by itself or not. But this is far short of the control which is necessary if colonial development is to proceed in an orderly fashion. There

\* The Economic Survey for 1948 (Cmd. 7344) nowhere distinguishes exports to the Colonies from exports to other countries.

is a danger that large firms or powerful public corporations with headquarters in London may be able to pursue their claims for materials more successfully than Colonial Governments, who are obliged to act through the Crown Agents. Indeed, Your Committee had evidence that, so far as private enterprises are concerned, this does happen. There have been occasions when a private firm operating in a Colony has been able to get, perhaps at an enhanced price, materials which the Government of the same Colony could not. It is, therefore, essential that any system established for allocating supplies to the Colonies should take account not only of the needs of the Colonial Governments, but also of those of private firms and public corporations working in Colonial territories and should allocate accordingly.

26. The need for a system of this kind has lately received a measure of recognition. The Colonial Office has recently established an Economic Intelligence and Planning Department and is now, in consultation with the Central Economic Planning Staff, considering the investment proposed in the Colonies, whether by Governments and other public bodies or by private enterprise, and estimating the total requirements of imported materials and equipment. Colonial Governments have been asked to supply information about their import requirements of unmanufactured iron and steel and all other capital equipment for the next two years. Representatives of the Colonial Office and of the Central Economic Planning Staff have lately conducted an investigation on the spot into the requirements for development in Nigeria, and similar inquiries are proposed in other Colonies. Your Committee hope that the result will be the establishment of a more orderly system of allocation of materials and capital equipment to the Colonies, and they recommend that the Colonies should receive a specific allocation of exports.

27. The efforts of the Colonial Office to assess colonial needs must depend on the collection of accurate statistical information by the Colonial Governments themselves, but not all Colonial Governments are well equipped for supplying accurate economic information, and they find difficulty in recruiting even up to their present modest establishments. The Government of Nigeria, for example, which had a statistical department until 1930, is seeking to re-establish it but cannot get eight of the ten statisticians needed. The problem of recruiting trained staffs of all kinds is considered in a later section of this Report. Here Your Committee wish only to stress the fundamental importance of providing adequate statistical services in the Colonies from the point of view of planning development, especially in the economic field.

*The work of the Crown Agents for the Colonies*

28. After the total allocation of the various kinds of scarce materials has been made, it is necessary to distribute them to individual Colonies. Under present arrangements, Colonial Governments place their orders for materials and machinery through the Crown Agents for the Colonies. The Crown Agents act on behalf of Colonial Governments in a great many matters requiring to be dealt with in the United Kingdom. Though they are under the general supervision of the Secretary of State for the Colonies, the Crown Agents receive their instructions direct from the Colonial Governments. So long as supplies and manufacturing capacity are plentiful, there is no difficulty in placing orders. The evidence showed, however, that the present machinery and methods of the Crown Agents may cause delays of several months, and that, when orders have been placed, insufficient efforts are made to find out how they are being fulfilled. Your Committee recommend an investigation of this matter by the Organisation and Methods Division of the Treasury.

29. In the present stringency, questions of priority arise and the Crown Agents are placed in the position of having to choose between the conflicting demands of the different Colonies. Your Committee have no reason to

believe that in this difficult situation the Crown Agents have not acted with fairness and discretion in placing the orders of their principals. In matters of great importance they consult with the Colonial Office and may obtain their support for giving priority to specially urgent projects. The Crown Agents should not, however, be placed in a situation where they may be called upon to take decisions which affect the policy of colonial development. The direction of colonial development is not the function of the Crown Agents but of the Colonial Office. Your Committee therefore recommend that the Colonial Office should be responsible for deciding the priority of orders for materials and machinery placed by the Crown Agents.

#### ECONOMIC INTERDEPENDENCE OF THE COLONIES AND THE UNITED KINGDOM.

30. From the standpoint of the British taxpayer, colonial development, in its economic aspect, may properly be regarded as a matter of exporting capital or consumer goods from the United Kingdom to the Colonies, in order that the Colonies may not only achieve a satisfactory standard of life for themselves, but also provide a flow of surplus foodstuffs and raw materials in exchange for further United Kingdom products. The colonial peoples themselves, concerned primarily to promote their own social amelioration, are well aware that, in the long run, only sustained local economic development can continue to provide the material resources without which there can be no improvement in colonial standards of life. It is not, however, rational to consider colonial economic development except in the contemporary world setting. The Colonies need the United Kingdom's products and experts, and the United Kingdom needs colonial foodstuffs and raw materials. For a long time to come, so far as is humanly predictable, the United Kingdom and colonial economies will be complementary.

31. It is therefore surprising that nothing in the evidence laid before Your Committee suggests that, at the back of the extensive colonial developments now being undertaken or contemplated under the 1945 Act, lies a coherent strategy of economic planning. The evidence shows that, in the genesis of these schemes, no regard was paid either to priorities among the Colonies themselves for the supply of materials scarce in the United Kingdom, or even to priorities among the several competing interests within the same Colony. Still less were the United Kingdom's own requirements of scarce capital equipment taken into account. Fundamentally, the problem is physical and not financial.

32. Your Committee believe that the initiative in the planning of those aspects of colonial development which require much capital equipment ought not to be the exclusive affair of the several Colonial Governments. Rather might the British taxpayer reasonably expect joint planning between the several Colonial Governments and the United Kingdom Government for their mutual advantage. Yet the evidence of the Chief Planning Officer, Economic Affairs, leaves no doubt that there is in London nothing even resembling adequate administrative provision for mutual long-term planning in this respect. Your Committee consider that the framing of schemes of colonial economic development should proceed on the principle that, the respective economies of the United Kingdom and of the Colonies being complementary, the advantages of the development are to be mutual. They recommend that schemes of colonial economic development requiring scarce capital equipment should be framed, to avoid disappointment, in consultation with a planning authority in the United Kingdom which should have the responsibility of allocating such equipment among home needs, export demands, and all forms of colonial development.

#### SHORTAGE OF STAFF.

33. In May, 1948, there were 1,185 vacancies in the Colonial Service. Appendix 1 shows the numbers needed in each group of colonial territories,

and for each branch of the Service. By far the largest demand (315) is for men with engineering and architectural qualifications. But there is also a great shortage of administrators (168), doctors (136) and agriculturists (110).

34. During the war, recruitment for the Colonial Service was maintained at the lowest practicable level, about 1,400 being appointed in six years. Normal recruiting began again in June, 1945, and in the period of nearly three years since that date 3,623 posts have been filled. In spite of this unusually heavy intake, equal to about ten years' recruitment before the war, there remain the 1,185 vacancies already referred to.

35. This shortage is due partly to the curtailment of educational facilities during the war and partly to more deep-seated causes. The short-term problem will become less serious as the universities begin to catch up with the arrears due to the war, but it is urgently necessary that steps should be taken now to overtake the present shortage, which is equivalent to about three years' ordinary intake.

36. In these circumstances, the role of the limited number of fully qualified technicians available should be not to undertake too much direct administrative responsibility themselves, but rather to concentrate on training local staff and on multiplying the agricultural assistants, the sanitary workers, the medical assistants and teachers who must be the spearhead of large-scale development.

#### *Lowering of qualifications*

37. In the short term, it may be necessary and justifiable to accept a limited number of European staff with reduced standards of qualifications. This has already been done in certain technical services. The method has limitations and dangers, but there are services in which it may be necessary and justifiable. One of these is the forestry service in Nigeria,\* where there is a serious shortage of officers to carry out the initial tasks of the forest plan. To fill this gap it has been proposed to recruit men without academic qualifications, but of good personal qualities and natural aptitude, and to train them on the job. Such men, it is suggested, could be recruited on a permanent basis, without prejudice to the principle that a forest officer must normally have a full academic training. The principal disadvantage of schemes of this kind is that at a later date the service may be overloaded with men who, though efficient enough for the tasks for which they were recruited, cannot be promoted for lack of the necessary technical background. This difficulty could be obviated if the scheme provided for academic training at a later stage, say after five years. By that time the pressure on the schools of forestry should have decreased. With this proviso, Your Committee recommend that schemes of this kind should be adopted not only in forestry but also in agriculture and the veterinary service, where conditions are similar.

38. Another likely method of meeting the shortage of staff in the Colonial Service is to waive the requirement that university training is a normal qualification for recruitment. Inevitably, for a long time to come, the universities of the United Kingdom will be able to accommodate no more than a part of the school population which, if talent were the only criterion, would qualify for admission, so that part of the flow of suitable recruits to the Colonial Service is being diverted elsewhere. Your Committee believe that this source of talent could advantageously be tapped, both in the United Kingdom and in the Colonies, by the admission of suitable men and women who have not passed through a university, but whose attainments are of matriculation standard, and whose personality and abilities give good promise that they will be successful in colonial administrative work.

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\* See Appendix 2.

*Seconding of technical staff*

39. A solution for the shortage of people with technical qualifications, which has none of the drawbacks of lowering standards, is to be found in temporary transfer from home to colonial services. The advantage of such arrangements is that, besides being a quick way of providing fully-trained staff for the Colonies, they are a valuable means of broadening the experience of the parent service. It is essential for the success of all such schemes that those who are seconded should be assured that they will not lose promotion by their absence abroad. Arrangements for seconding teachers and research workers from Government and municipal services to the Colonies are already in existence. Proposals are under consideration for seconding doctors from the National Health Service to the Colonial Medical Service. It is to be hoped that these negotiations will be rapidly concluded. Your Committee recommend that this method should be exploited to the utmost and that schemes for seconding should be made for all technical services; these schemes should be made sufficiently attractive and provide proper guarantees in regard to promotion on return to this country; and the fullest publicity should be given to them.

*Development Officers*

40. Apart from what can be done to overcome the shortage of staff by recruitment, there remains the possibility of economising staff by making better use of the trained men already in the colonial services. An attempt on these lines has been made in Nigeria by the appointment of Development Officers to relieve administrative and technical officers of routine work by undertaking subordinate office and field work, supervising the execution of development schemes, and helping in the training of African staff. Development Officers are appointed for ten years, with the option on either side of a break at the end of the second, fifth or seventh years. These officers, whose salaries come out of Colonial Development and Welfare funds, are intended to relieve the Service of some of the extra burden imposed by the planning and execution of development and have been found especially useful in the Public Works Department. Your Committee recommend that this idea should be extended to other territories, and that such appointments should be open to suitable local candidates.

*Opportunities for Colonial men and women*

41. Your Committee recommend that fuller opportunities should be given to suitably qualified colonial personnel to be made aware of vacancies and to apply on equal terms with Europeans, and that wider advertisement of posts should be given in the Colonial Press.

*Short-term contracts*

42. The Development Officer scheme was devised in special circumstances. It was designed to secure as many as possible of the young men whose experience in the armed forces was likely to make them useful administrative officers in the Colonial Service, and at the same time to bridge the gap until enough Africans would be available to take up a larger share in the work of development. As a normal method of recruitment the Colonial Office is averse from the short-term contract on the ground that it does not tend to attract the best men. It might be added that in colonial work the value of an officer depends very largely on his experience and that the short-term contract neither encourages nor allows a life-long devotion to the work and the Service. These considerations, however, do not apply to scientists and technicians of the highest qualifications, who may be required for specialised tasks and cannot be found from the local colonial staff. Among such tasks are special geological investigations and hydro-electric surveys. For

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these purposes Your Committee recommend that the short-term contract should be used to the fullest extent and that Development funds should be used to secure the services of such expert staff, in accordance with the principle laid down in the Colonial Office paper on the Organisation of the Colonial Service.\*

*Comptroller for Development and Welfare in West Africa*

43. The suggestion was made to one witness that, in order to meet the need for expert advisers on questions of agriculture, forestry, education, co-operative methods, mineral development and other technical services in the four West African Colonies, the appointment of a Comptroller for Development and Welfare in West Africa, with an appropriate technical staff, on the lines of the organisation which did such good work in the West Indies, would be beneficial. The witness agreed with the idea, and Your Committee consider that the proposal is worthy of careful consideration.

*Organisation and Methods*

44. It remains to consider whether it may be possible by better organisation to make the existing staff more effective. Until fairly recently the task of the administrative service in most territories has been almost purely administrative in the narrow sense of the term. Its work has consisted in carrying out the orders of the central government and co-operating with Native Authorities. Law and order, justice and finance have been its preoccupations. With the accelerated programmes of development now in progress the scope of the duties of an administrative officer has become much wider. The increased provision of technical services and the multiplication of expert staffs, so far from lightening his responsibilities, have greatly increased them. These considerations apply not only to the officer in the field, the District Officer and the Assistant District Officer, but perhaps with even more force to headquarters staff at provincial, regional and central level. In these new circumstances new techniques of administration have had to be developed, sometimes rather hurriedly and always by men too burdened by the daily routine of work to be able to give time to more fundamental questions.

45. Three years have now passed since the beginning of the ten-year development plans, and enough experience has been gained to justify an inquiry into the adaptation of methods required to deal with the new tasks of administration. Your Committee consider that the best way of approaching the problem is not by an *ad hoc* inquiry into the whole Service; the task would be too great and the conditions too varied. They recommend the establishment of a small permanent Organisation and Methods Section in the Colonial Office, with the task of continuously studying and reporting on the technique of administration, Colony by Colony. This section would not only be of immediate use for solving problems arising out of the impact of the development plans, but would in the course of time build up a body of experience in colonial administration which would be of permanent advantage to the Service.

*Advanced courses for administrative officers*

46. Your Committee attach great importance to the later stages of training of administrative officers. In normal circumstances a new entrant to the Colonial Service attends a course of basic training, lasting for one academic year, at Oxford, Cambridge or London University, before taking up his appointment. After a brief period of service in the Colony to which he is posted, the young officer returns home for a further period of training. For the remaining twenty to twenty-five years of his service he has, with some fortunate exceptions, been left to learn from his own experience, apart from such courses as he may volunteer to take in his leave periods.

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\* Colonial No. 197, 1946.

47. Your Committee are strongly of the opinion that every officer who is qualified to benefit from a more advanced course in the middle years of his service should have the opportunity to take up subjects for which his initial training provided only in a rudimentary way or not at all. For example, economic and sociological subjects, in which advanced studies are possible only after considerable experience, are of the utmost importance in the present phase of colonial development. Some officers may prefer to widen their horizon of experience by visiting other British territories or the colonies of foreign powers, and studying the methods of administration used there. The possibilities have been brilliantly set out by Sir Ralph Furse, Director of Recruitment at the Colonial Office, in paragraphs 45 to 48 of a memorandum submitted in 1943 to the Devonshire Committee on Post-War Training for the Colonial Service.

48. It is of prime importance that every officer who has shown himself to be an able administrator, and capable of profiting from advanced courses, should be enabled to embark on them, whether his talents have been employed at headquarters or on a remote station, in a large colony or in a small one. It is also important that an officer who takes such a course should not have to bear any part of the cost of it himself, and that it should not interfere with his normal periods of leave.

49. Your Committee are agreed that there should be a centre at which, as part of the system of advanced courses, officers engaged on them could gather, at the end of the course, in order that their studies should not have been pursued in complete isolation. At such a centre officers could, as envisaged by Sir Ralph Furse in his memorandum, make a report on the studies they had carried out, and exchange views on the experience gained during both of their service and their studies.

50. The creation of this system would provide a fairer method of selecting men for promotion. The Colonial administrations are so diverse in character that promotion to the highest posts on the recommendation of individual Governors cannot be satisfactory. The advanced courses, combined with the opportunity given to the Colonial Office at the centre to see the quality of the officers taking them, should form an essential part of an efficient method of selection for higher posts.

51. Your Committee recommend, therefore, that (i) any colonial officer, wherever he is serving, who has shown himself capable of benefiting from an advanced course during the middle years of his service, should be given the opportunity to take such a course; (ii) there should be a centre at which officers engaged on these courses could gather at the end of the course; and (iii) such a system of courses should be established as soon as possible.

#### *Salaries*

52. The long-term difficulties of recruitment for the Colonial Service are partly due to material causes, partly to non-material. On the material side, the position was well stated by the First Civil Service Commissioner: "I am really astonished," he said, "that so many people are willing to put up with the hardships and the family difficulties . . . involved in life in the Colonies for the salaries which are offered now. . . . I think it is a tremendous tribute to the sense of public service of so many of our young men in this country, that they are willing to do that." Under-payment in the Colonial Service has now been recognised and Your Committee are glad to observe that there has been a substantial improvement in the rates of salary in West Africa as a result of the Harragin Commission. Inquiries have been instituted into the salary scales of other Colonies. Until new rates are fixed for all territories, it is impossible to present to the potential candidate a complete picture of the prospects of the Colonial Service. Your Committee recommend that the

revision of salary scales should be regarded as a matter of urgency and that, as soon as new scales have everywhere been fixed, a recruiting campaign should be launched in the schools and universities.

#### *Income Tax*

53. The leaflets issued by the Colonial Office, giving details of salaries and conditions in the Colonial Service, give no exact information about local income tax. The supplement to the leaflet entitled "H.M. Colonial Service. Post-War Opportunities," issued in January, 1948, merely states: "Officers are subject to taxation imposed by local enactments. In practically all Colonial territories an income tax is in force, but the rates are generally on a substantially lower level than in the United Kingdom." This is not a very helpful statement to the prospective candidate who wishes to compare salaries in the Colonial Service with salaries obtainable at home; and the expression "substantially lower" is an under-statement. No one reading these words would imagine, for example, that an unmarried man entering the Nigerian Service pays income tax at the effective rate of 9d. in the pound on £600, i.e., £22 10s. a year. Your Committee recommend that statements of salary scales issued in connection with recruiting should show the amount of income tax payable in each Colony.

#### *Expatriation Pay*

54. The new salary scale recommended by the Harragin Commission and now adopted for the West African Colonies embodies the principle of expatriation pay. In the words of that Commission's Report this means that a basic salary "should be fixed at the rate necessary to attract the right type of African candidate and to offer him a fair and reasonable return for efficient service. Where it is necessary to appoint an officer from overseas, he should be paid, in addition to the basic salary of the post, expatriation pay at the rate of one-third of the basic salary. Expatriation pay must, of course, be regarded as pensionable emolument." This principle had already been laid down as Government policy in the paper on the Organisation of the Colonial Service, and presumably it will be embodied in the revised scales of pay for the rest of the Colonial Empire. The principle recognises the difference between the conditions of service of the European, who is obliged to work thousands of miles from home, probably in a difficult climate, and of the locally appointed officer working in his own country under conditions to which he is used. At the same time, the principle of equal pay for equal work is preserved. The arrangement is designed to produce equity as between the individual European and his locally-appointed colleague; but the cost of expatriation pay is borne by the Colonial Government, with the result that the impression is created in the minds of the colonial peoples that they are subsidising a higher standard of living for European officers. The effect of this is to create prejudice against the principle of expatriation pay, which might in the long run endanger its continuance. There would seem to be a strong case for the suggestion made in evidence that expatriation pay should be made a charge upon the British Exchequer and a decision in this sense would do much to maintain concord between Europeans and the local peoples in the tasks of development, without at the same time weakening the allegiance of European staff to the Colonial Government they serve.\*

#### *Conditions in the Service*

55. In regard to conditions of service, undoubtedly the most serious obstacle to recruitment arises from the difficulty in many colonial territories of maintaining a normal family life. Though there can be no entirely satisfactory solution to this problem something could be done to lessen the difficulties.

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\* For the Colonial Office view see Appendix 14.



There is a shortage of married quarters. This shortage has become serious as a result of the raising of the upper age-limit for entrants to the Service after the war and a survey is needed to estimate what the ultimate requirement is likely to be. There is also the question of free passages for a man's family. At present, a wife is entitled to one free passage per tour of duty. It would be a considerable gain to family life if the same facility were extended to children. In consultation with the Ministry of Education, the Colonial Office should ensure that facilities exist in the United Kingdom for the education and holiday care of children of members of the Colonial Service at reasonable rates commensurate with Colonial Service pay. In the aggregate, matters of this kind are of considerable importance from the point of view of recruitment. Your Committee recommend that action along these lines should be taken to improve the conditions of family life in the Colonial Service.

56. In this matter also, Colonial Office publicity leaves something to be desired. The latest available brochure on recruitment for the Colonial Administrative Service was published in 1939. Your Committee recommend that an up-to-date edition of this brochure be prepared without delay.

*The task of the Colonial Service .*

57. Of the non-material obstacles to recruitment the most serious is the widely held view that the Colonial Service is a declining industry, and that, as the various Colonies progress towards self-government and as more and more posts are filled by locally-appointed officers, the future of European officers is becoming uncertain. The view is not unnatural in the light of contemporary events, but it overlooks the fact that many Colonial dependencies are only at the beginning of their development, economic and political. These territories urgently need all the European help they can get, and they will continue to do so for many years to come. Though the proportion of Europeans in the Colonial Service may decline as the local element is increased—Europeans now amount to only 4 per cent. of all staffs—the total numbers of Europeans must increase unless development is to be held back.

58. In the words of a former Governor of Nigeria: " We are now getting into the Colonial Service a better type than we have ever obtained before ". Men with the idealistic outlook necessary to embrace a colonial career are still coming forward in spite of the lack, hitherto, of adequate material reward. Nevertheless, there is both inside and outside the Service a vague and unexpressed lack of confidence in the future. The declared aim of British policy is to hand over the government of the Colonies to their peoples when they gain the necessary knowledge and experience. But for that very reason the mission of the Colonial Service is greater than ever before; the service of the Colonial Empire is no longer a matter of conferring law and order on subject peoples. Colonial administration to-day is essentially an educational task—it is the task of offering to colonial peoples all we know of economic, moral and political principles. It is a much more difficult task, and the demands it makes on the capacity of the colonial officer are much more exacting than in the past. Equally the scope for initiative and vision are much greater. It is perhaps not surprising that some should shrink from these great responsibilities. But there can be no doubt about the greatness of the mission, and British men and women are needed for it.

### III. DEVELOPMENT IN NIGERIA.

59. The Colony and Protectorate of Nigeria is the largest of the Colonial dependencies. It is about four times the size of the United Kingdom. The population, which is variously estimated at from 22 to 25 millions, comprises four main linguistic groups of several millions each, four groups of between half and one million, and a dozen lesser groups. The non-African population at the last census in 1931 numbered 5,442.

60. The area in the immediate neighbourhood of Lagos became "the Colony" in 1862. In 1886 the Royal Niger Company received its charter and began to establish commercial and quasi-administrative stations on the Niger and Benue Rivers. On 1st January, 1900, the rights of the Company were transferred to the Crown and the Protectorates of Northern and Southern Nigeria were formed, but the Emirates comprised in the former were not completely brought under control until 1914, when the two Protectorates were amalgamated.

61. After the 1914-18 war a portion of the German Cameroons became a British Mandate. This territory is administered as part of the Protectorate of Nigeria. In January, 1946, at the First Session of the United Nations General Assembly the British Government announced their intention of placing the Cameroons (along with Tanganyika and Togoland) under Trusteeship.

62. On 1st January, 1947, a new Constitution was inaugurated. The Constitution provides for a central Legislative Council, presided over by the Governor, and a House of Assembly in each of the three Regions, Northern, Western and Eastern. In all of these bodies there is an unofficial African majority. In the Northern Region there is also a House of Chiefs. The Estimates for all expenditure, whether normal or for the purposes of the Colonial Development and Welfare Acts, have to be approved by the Finance Committee of the Legislative Council.

#### THE TEN-YEAR PLAN

63. The Nigerian Ten-Year Development Plan contemplates an expenditure of £55 million, of which £23 million will be provided under the Colonial Development and Welfare Act, £15 million from revenue and £17 million from loans. The purposes for which this money is allocated are shown in Appendix 3. The largest single item of expenditure is £9 million for building; £8 million is provided for water supply, rural and urban; £7 million for roads; £6 million for medical services, including leprosy control; £5 million for education, general and technical\*; £3½ million for marine development; £3¼ million for agriculture, forestry and veterinary services.

64. All this expenditure is additional to the normal expenditure of the Nigerian Government, which amounts to some £20 million a year; and the sums shown under the various headings—building, water supply, medical services, etc.—represent the proposed intensification of expenditure on existing services. Indeed the figures do not give a complete picture even of the proposed additional expenditure, since it is expected that there will be increases under these same heads in the normal budgetary expenditure of the Nigerian Government outside the Plan. Moreover, the Plan takes no account of other forms of development for which money will not be available under the Colonial Development and Welfare Act. Thus the restoration and improvement of the railway system, the activities of the Development Corporations, the maintenance of the river services and the whole field of private enterprise, all of which must be expected to make great contributions to the development of the country, are outside the scope of the Plan.

65. The allocation of expenditure on the Ten-Year Plan therefore does not give anything like a complete picture of the future development of the territory. The Plan does not propound a complete strategy of development; it is merely an aggregate of proposals for spending the money.

66. This piece-meal approach to the problem of planning is evident in the text of the Plan. It begins by laying down the maxim that development should be conceived as a military operation, but proceeds without any attempt to appreciate the situation or to define the objectives. Admittedly, there is a list of "certain fundamentals" which must be put right before any

\* See Appendix 4.

policy of wide economic development can be usefully considered. Beginning with water supply, the list goes on with education, agriculture, forestry and veterinary services—in fact, through the whole gamut of possible development. The Plan concludes with a series of appendices in which the heads of the several Departments put forward their suggestions for spending their share of development money. This is not planning.

67. This is not to say that these various kinds of proposed expenditure are unnecessary; all of them are desirable and most of them are urgent. The point of the criticism is that if the Ten-Year Plan were carried out overnight the improvement in the condition of the mass of Nigerians would be barely perceptible. Between 22 and 25 million people are administered by some 2,000 government officers in all departments—administrative, medical, educational and technical. Even if these staffs could be immediately doubled or trebled the impact of government services on the life of Nigeria would still be slight. Nor is it merely a question of the smallness of staffs. The size of the country reduces the scale of government activity to the merest sprinkling of widely separated points. The map attached to the Minutes of the Evidence gives some indication of the distribution of development activities and the distances involved. The improvement of communications even on the most generous scale can only lessen the difficulties of government; it cannot alter the fact of extreme dispersal.

68. These considerations affect every department of government. Thus, for example, the administration of Bornu, a province the size of Ireland, is the responsibility of a Resident and a dozen other officers. In Nigeria as a whole there is one doctor for every 133,000 people and one hospital bed for every 3,700, compared with one doctor for every 1,200 people and one hospital bed for every 250 people in the United Kingdom. There are 10 dentists. Over 20 million people are living on an agricultural subsistence of a very low order, and malnutrition and disease are widespread. Health statistics for the country are not available. The infant mortality rate in Lagos is stated to be 110 as compared with 40 to 50 in European countries, and from post-mortem examinations together with notifications from private practice it has been estimated that tuberculosis accounts for 9 to 10 per cent. of all deaths. There are no sanatoria in the country; tuberculosis is treated in ordinary hospitals. There are only three asylums; in every prison a ward is set aside for those suffering from mental disorders. Long waiting lists exist at all hospitals, and in some it is necessary to put patients on the floor. Out of about 8 million children under the age of sixteen, 660,000 are receiving primary education in various forms. There are about 10,000 children in secondary schools; and technical education is totally inadequate. There are two qualified agricultural officers for every million inhabitants of whom 95 per cent. gain their livelihood from the land. Government services alone cannot in fact do more than touch the fringe of the vast field of development. The co-operation of the people themselves must be actively engaged.

#### CO-OPERATION OF AFRICANS IN DEVELOPMENT

69. Co-operation in development involves three distinct though related lines of approach: (a) the association with development planning of such organised opinion as may exist; (b) a carefully worked-out policy of technical and vocational training related to the needs of a developing country for skilled manpower at all levels; and (c) communal development or “mass education,” to induce the bulk of the population to take an active interest in their own progress and betterment.

#### *Representation of African opinion*

70. The Development Plan suffered from the beginning in that too little attention was paid to the need for associating African opinion with the various

committees established to deal with it. Though this has now been to some extent righted, the present African representation on the Central Development Committee is still inadequate and the result is that such an important body of opinion as the Nigerian trade union movement feels itself remote from events. Representative individuals from trade unions, co-operatives, tribal unions, African merchants and other economic groupings, should be brought into active association with development work.

*Skilled manpower budget*

71. There is urgent need for a skilled manpower budget related to Development requirements. Your Committee understand that a Committee on the Appointment of Nigerians to Senior Posts in the Government Service has been set up. An estimate of likely future requirements of skilled technicians and artisans is also required, and the technical education plan should be revised and expanded to meet the need, instead of existing in isolation as at present. It is still not too late to relate the training and resettlement of unemployed ex-Servicemen to Development needs.

*Communal Development ("Mass Education")*

72. "Mass education" is a misleading name for a simple thing. It is misleading because it does not mean education in the ordinary sense of the word—it does not mean schools for children nor mass literacy, nor is even adult education a precise equivalent. A better name perhaps is communal development. The root idea is that it is a popular movement—a making up for lost time, as it has been described.\* It implies the reverse, or rather the complement, of the principle which at present inspires development planning. The existing government services are necessary and must be greatly expanded, but, if any measurable impression is to be made on the immense tasks which need to be done, there must be an upward movement of the people to meet the downward movement of Government-provided services.

73. Communal development is no new thing in Nigeria. For many years administrative and other officers have been practising its principles in the Eastern Provinces and elsewhere. In the main, these efforts have been confined to administrative and agricultural matters, which are a natural basis for communal development on broader lines. Elementary instruction has been given in methods of preventing soil erosion. The finance of the Native Administration has been discussed in the villages, with the result that the people have gained a very good idea of the amount of revenue collected from the taxes they pay. Thence proceeds a natural interest in the expenditure of local revenue. The people begin to think of various possible uses for local funds. Suggestions begin to be put forward for a road to be made, a dispensary to be built, a school to be started.†

74. Communal development is still experimental. Its success has been limited to small operations by villages and fractions of villages. It is, however, of the essence of the idea that it should be experimental. It has been proved in practice that it can be used to teach better methods of agriculture and domestic hygiene and to encourage village crafts; but it offers unlimited possibilities of extension beyond the village level.

75. One of the great obstacles to the introduction of modern agricultural methods is the system of land tenure by smallholders. Communal or co-operative development may provide the solution to this problem. Communal farming of communal land is in accordance with the existing custom in many areas. It would not be a very big step from such farming of common land to the conception of communal estates, owned by villages or clans and worked under the supervision of the agricultural service. This is a particularly desirable development in the densely populated areas of the Eastern Provinces,

\* Report on Mass Education in African Society. Colonial No. 186, 1944.

† An account of what has been done in the Udi Division is given in Appendix 5.

where exhaustion of the soil by bad agricultural methods endangers the whole livelihood of the people. In other areas, where individual peasant farming has a stronger hold, co-operative methods of trading, purchasing raw materials and machinery, etc., may be more appropriate.

76. Communal and co-operative development has possibilities of application also to local industries. The Local Development Board, which is one of the projects set up under the Ten-Year-Plan, exists for the purpose of encouraging local schemes of development by loans to Native Administrations, co-operative societies and the like. Hitherto, however, very little use has been made of this facility. The introduction of communal development should provide the stimulus necessary to make full use of the funds made available in this way.

77. The Native Administration is the Nigerian form of local government. This system—Indirect Rule—was first built up by the late Lord Lugard in the Northern Provinces where a basis of native chiefs and councils was already in existence. These local authorities, acting under the supervision and with the assistance and advice of the British administrative staff, are responsible to the Governor for the peace and good order of their respective areas, and carry out these responsibilities through the District and Village Heads. A Native Administration has its own Court and Treasury, into which is paid its share of the taxes it collects. In addition, Native Administrations also undertake such services as their revenues permit, under the supervision of the appropriate technical department of the central Government. These services include hospitals, dispensaries, schools and roads and even, in some of the larger Native Administrations, public electricity and water supplies. Since 1919, the system has been extended to the Western Provinces, where local chiefs already existed, and to the Eastern Provinces, where local organisations had to be created. By 1928, the system of Native Administration had been adopted throughout Nigeria. The Native Administration is thus one of the principal means by which the central Government maintains contact with the people. Tribal and other societies and organisations are also of great importance in influencing public opinion, varying with the social development of the tribe.

78. The District Officer is the agent through whom the central Government makes contact with the Native Administration. Consequently he is in the best position to gain the confidence of the people through their natural leaders, which is essential if any form of communal development is to succeed. Communal development should, therefore, be the responsibility of the District Officer rather than of the technical departments, though their co-operation is essential. It should not be primarily the responsibility of the Education Department, though naturally this department will have a big contribution to make. The adoption of communal development would entail not so much a new conception of the duties of the District Officer and his assistants as a widening of the existing conception, for contact with local leaders and co-operation with Native Administrations are already his main duties. Success in organising communal development does not, as is sometimes suggested, depend on the possession of unusual personal gifts. The qualities required are those of leadership and sympathy, the qualities normally expected of an administrative officer. Nor is there any special technique. What is required for the wide extension of communal development is not a formal course of training so much as direct experience of it in practice. Your Committee therefore recommend that, as a first step to the extension of communal development, as many administrative officers as possible should visit the areas where it is being practised and see what is being done. Detailed reports of experiments and achievements, supplemented with films, broadcasts, etc., wherever possible, should be made available to all field officers and become part of the ordinary basic training of administrative officers.

79. The carrying into effect of the ideas of communal development will also involve expansion and re-organisation of the administrative service. The District Officer and his assistants are already fully occupied by their ordinary administrative duties. If they are to take on the responsibility for communal development in the manner proposed, some means will have to be found of relieving them of administrative routine. As has been shown earlier in this Report, any considerable expansion of the administrative service will not be easy, but every effort should be made at this critical point in the history of colonial development to expand it. By the appointment of Development Officers at least up to the full establishment of one hundred, the permanent officers would be relieved of some of their routine duties. Some reduction of paper work is also to be hoped for as the result of the work of the Organisation and Methods Section which Your Committee have recommended (paragraph 45).

80. A second requirement for successful communal development is that the District Officer should have a greater financial freedom, to enable him to authorise expenditure on small works up to a limit of, say, £500 without reference to Regional Headquarters. A system of this kind has been found successful in the Service Departments both at home and abroad. The importance of this is far greater than the mere advantage of decentralisation. Your Committee were repeatedly told that the best way to gain the co-operation of the African in the development of his country is to let him see something done in his own village, especially if it is a well or dam, since water is the most urgent of all Nigeria's rural needs. Your Committee recommend that a system of authorising District Officers to incur limited expenditure should be adopted.

81. There will also have to be some modification of the relation between the technical Departments and the administrative Department. At present, the technical Departments, in which are included not only the biological services but also education and medicine, are in practice virtually autonomous organisations owing their allegiance to their Directors at headquarters. If communal development is to be successful, the activities of these Departments must be brought more closely under the control of the local administrative officers. More particularly the rôle of the Education Department will have to be redefined. Its Mass Education Officers should be renamed Adult Literary Officers, and their function confined to advising the administration, which will be responsible for the initiation and organisation of communal development campaigns.

82. The extension of communal development demands the maximum use of broadcasting and films, film strips and other educational aids. Films and broadcasting are dealt with generally in a later section of the Report (paragraphs 117 to 124).

#### *Clerical staff*

83. The clerical staff has greatly increased over the last six years, but its efficiency leaves much to be desired. Better supervision and training is necessary and modern methods of office organisation and machinery would result in greater efficiency. Schools for training clerks have been established in Nigeria, and many of the postal clerks have been sent to the Post Office in England for training. Your Committee consider that this system should be extended and that more Africans should be assisted to come to this country for the purpose of studying book-keeping, accountancy, secretarial and modern business practice. The suggestion was made in evidence that efficiency experts should be employed to advise on the re-organisation of the clerical staff and their work. Your Committee recommend that this should be done and that Development funds should be available for this purpose.

## THE BUILDING PROGRAMME

84. The largest single item of expenditure in the Ten-Year Plan is for building, to which £9 million, or 17 per cent. of the total, is allocated. This is an excessive proportion. It is not so much the amount which is open to criticism, however, as the way it is being spent. An efficient Public Works Department naturally prefers the best standards of construction and is proud of the fine buildings which it erects, but in the present shortage of technical staffs and materials it is necessary temporarily to revise standards. The secondary school at Zaria is a particularly striking example of the difficulties arising from too great a concentration on elaborate building with expensive materials. Started in 1946 on an original estimate of £87,000, its construction was held up for nine months by lack of steel and for ten months by lack of asbestos roofing, and it will be partially completed, with the use of local materials, by January, 1949. Its estimated cost is now £120,000. It may well be asked, if pre-fabricated classrooms can be used in England, whether bigger results could not have been achieved in shorter time by the erection of several less elaborate institutions of semi-permanent construction, which is estimated to last for about twenty-five years. In contrast to the school at Zaria, the Yaba Trade Centre was erected under the supervision of members of the Education Department's staff at a cost of £8,400, compared with the Public Works Department's estimate of £25,000.

85. Your Committee recommend a temporary revision of building standards, both on the ground of immediate economy of materials and also in view of the probability that in the future improved designs will be required. In furtherance of the revision of building standards Your Committee also recommend the establishment of a building research centre to develop the use of local materials and appropriate methods of construction.

## TRANSPORT

*Roads*

86. From the point of view of economic development, transport is Nigeria's most vital need. In the words of a representative of the Colonial Office: "Communications are No. 1 bottleneck." The Ten-Year Plan allocates £7 million for capital expenditure on new roads and their maintenance. Considerable progress has been made with the road programme in spite of shortage of engineering staff and road rollers. It is estimated that out of £375,000 proposed to be spent on the main road development scheme in 1947-48, £316,000 has actually been spent.

*The Railway*

87. The Nigerian Railway is owned by the Government, and is managed by a separate department, which presents its annual budget to the Finance Committee of the Legislative Council separately from the main Government Budget. The railway was designed over forty years ago to carry a maximum of 1,480,000 tons of goods traffic per annum. Before the war, the highest tonnage reached was 1,200,920, in 1937-38. Since 1943, the designed maximum has been regularly exceeded. In 1944-45, 1,709,690 tons were hauled and in 1946-47, the latest year for which figures are available, 1,742,880 tons, the highest figure yet reached. At the same time, the engine mileage, which was originally envisaged at about 5½ million per annum, has fallen by about ½ million from the 1944-45 peak figure of 7,076,660. Thus, in spite of a decreased engine mileage, the railway has managed to carry a larger load.\*

88. Nevertheless the increase in tonnage which the railway has been able to carry by the intensive use of the rolling-stock has not kept pace with the increasing output of produce in the Northern Provinces. In the seasons

\* See Appendix 6.

1942-43 and 1943-44, when the groundnut crops for export amounted respectively to 101,000 and 172,000 tons, the railway was able to clear the whole amount to the coast by the beginning of the next season. In the 1944-45 season, the export crop rose to 211,000 tons, and at the beginning of the next season 5,216 tons had not been carried. By November, 1947, the stock uncleared amounted to 92,148 tons, and at the beginning of November, 1948, when next season's crop will begin to arrive at rail-head, there is likely to be a balance of 175,000 tons of old crop waiting to be moved from the Kano area. This would be enough to provide an ounce of margarine a week for the population of the United Kingdom for a year.\*

89. This situation is due to no fault of the management of the railway. As has been shown, the total tonnage hauled has been steadily increased in spite of a decreasing engine capacity. Nor was there any failure to provide for replacements. As far back as October, 1943, the Ministry of Production had received from the Crown Agents a list of Colonial railway requirements for 1945 which included 11 main line locomotives for Nigeria, and in the following July these locomotives were given a place in the United Kingdom programme of production for 1945. In November, 1944, the order was allocated by the Ministry of Supply to a manufacturer whose works were not capable of making engines of the required design, and it was not until August, 1945, that a suitable manufacturer was found. At the same time, the Nigerian Government asked for the order to be increased to 20 engines. It now became a question whether the Nigerian order could be placed in the United Kingdom programme of production for 1946. The Colonial Office, supported by the Ministry of Food, strongly urged the Nigerian claim on account of the importance of moving not only the groundnut crop from the Northern Provinces, but also the palm products. At this point it was discovered that the firm finally selected to carry out the Nigerian order had begun work on an order of between 50 and 64 engines for the London and North Eastern Railway, which had never been authorised in the official programme of production, and that it was too late to stop it. As a result, the Nigerian order was put back for delivery to August, 1947. The 20 engines were eventually shipped on 12th May, 1948. In the meantime, in June, 1947, 14 engines arrived from Canada, thirteen months after the placing of the order.

90. The foregoing account makes it plain that the present accumulation of groundnuts in Northern Nigeria was due not to the shortage of engine-building capacity, but to a complete breakdown of the organisation in London for arranging priorities.

91. The 20 engines which have now been dispatched represent only a small part of what is needed. There is an equally acute shortage of wagons and other rolling-stock. Fifty coal wagons indented for in October, 1944, were shipped in May and June, 1948. With the help of these and a supply of springs to maintain existing wagons, it will be possible to increase the movement of groundnuts from 17,000 to 30,000 tons a month. Even so, as has been mentioned, there is likely to be a balance of 175,000 tons of old crop at the beginning of November. At this rate, arrears will not be cleared until 1952, assuming that future export crops will be no higher than they were in 1947-48. If the arrears are to be cleared by November, 1949, an additional 9 locomotives and 160 25-ton wagons must be delivered this year.

92. The foregoing calculations take no account of the increased production which will have to be moved if any large-scale schemes of development are undertaken. In 1947 the Secretary of State sent a mission of agricultural experts to the Gold Coast, Nigeria and the Gambia to investigate the possibility of the large-scale production of groundnuts for export. The report of this mission suggested, subject to confirmation by detailed surveys of topography, soil conditions, and vegetative cover, five possible areas, of which

\* See Appendix 7.



two are in Northern Nigeria, one being in Bornu about Damaturu and the other about Kontagora. These proposals are now under consideration.

93. If either or both of these areas are chosen for large-scale production, it seems clear that it will be possible to move the produce only by making full use of river transport. From the Kontagora area it could be shipped on the Niger at Jebba; the produce of the Damaturu area would have to be brought to the Benue by road, a distance of about 150 miles.

#### *Water transport*

94. The river services on the Niger and the Benue are operated by two companies, the United Africa Company and John Holt (Liverpool), Limited. The Benue is navigable only for three months in the year so that, in order to evacuate the crops from the adjacent areas, the companies are obliged to mass their entire fleets on this river during the flood period. This limits the capacity of the fleets to relieve the railway by transporting produce from the terminus at Baro on the Niger.

95. Owing to the accumulation of arrears during the war, the companies estimate that an expenditure of £1,691,000 is immediately necessary to maintain the fleets at their present capacity. If this sum is provided at a commercial rate of interest it will involve a large rise in freight rates, in addition to the increase which has already become inevitable as a result of higher costs of operation. Under present arrangements between the Nigerian Government and the companies, freight rates on the Niger traffic are fixed in relation to the rates charged on the railway, so that the brunt of any increased costs would have to be borne by the Benue traffic alone. Such a result would virtually stop production of crops for export in the Benue area, whether any Government scheme of large-scale development is undertaken or not.

96. In order to avoid an excessive rise in the freight rates on the Benue, the companies have made proposals to the Nigerian Government for the setting up of a separate and independent company, somewhat on the lines of a public utility company, with the Government providing new capital at a fixed rate of interest, and the companies contributing the present assets and equipment of a going concern. Whatever may be the outcome of this particular proposal, it is essential, if the river services are to play their part in the economic development of the country, that the freight rates on the railway and the two rivers should be co-ordinated so as to encourage the expansion of the export trade.

#### *The Niger bars*

97. The vessels owned by the shipping lines regularly trading with West Africa are specially designed for operating in the Benin ports, but the bars at the mouths of the Niger have over a number of years silted up, so that the maximum draught (over the Escravos Bar) is now only 13 feet 6 inches under favourable conditions. As a result, the tonnage which each vessel can load is reduced; in 1947 half of the total exports from this area, which amounted to 200,000 tons, had to be loaded into coasting vessels and transhipped at Lagos to ocean-going vessels, with a consequent increase in freight costs. The Ten-Year Plan announces the intention to dredge the Escravos Bar to a depth of 20 feet at low water. In view of the increased tonnages likely to arise from agricultural developments, Your Committee recommend that a high priority should be given to the supply of the dredger required for this long overdue operation.

#### INDUSTRIAL DEVELOPMENT.

98. Nigeria has a number of indigenous industries such as spinning and weaving, which it is the policy of the Government to foster by the introduction of better methods. Four Pioneer Oil Mills are operated by the Government

on behalf of the Local Development Board and another fifteen mills are on order. The intention is to hand these mills over to Africans to manage as commercial enterprises, but so far only one has been found willing and able to undertake the responsibility. Proposals have also been made by the Government of Nigeria to the Colonial Development Corporation for the establishment of a spinning mill to cost £125,000, a bag-making factory, a cassava starch factory, and a charcoal and carbon-black factory. The development of secondary industries of this type is urgently required to make possible a rising standard of living in Nigeria. Large-scale industry using modern machinery is represented by a saw-mill and plywood factory at Sapele and a tobacco factory at Ibadan. Both these undertakings are managed by private enterprise. There is also a private project for the erection of a brewery at Lagos to cost half a million pounds.

99. The possibility of industrial development in Nigeria depends on the availability of cheap fuel and power.\* There are considerable deposits of black and brown coal, and about 600,000 tons are mined per annum. Owing, however, to the great increase in the price, from 30s. 1d. a ton to 55s. 5d. a ton at Lagos, the use of water power for the generation of electricity, hitherto considered uneconomic, has become a practical proposition. Small hydro-electric power schemes have already been initiated at Onitsha and in the Cameroons under the Ten-Year Plan, but no survey has yet been made to ascertain the possibility of using water power on a large scale. Your Committee recommend that such a survey should be made and that the feasibility of joint navigation, irrigation and electricity schemes should be examined.

#### AGRICULTURAL DEVELOPMENT

100. Agriculture is the principal industry, and large surpluses are available for export (*See* Appendix 9). The principal export crops are palm kernels and palm oil, groundnuts, cocoa, benniseed and cotton. The value of these crops has grown since the beginning of the century from a few million pounds to about £50 million at the present day; but a rapidly increasing population and declining fertility of the soil make it problematical whether it will be possible to maintain exports at the present level without endangering production of food for home consumption. Since, however, there has been no census later than 1931 and statistics of production do not exist, no answer can be given to the question, and it is impossible to make any plan of agricultural development. Your Committee recommend that a census of population and a survey of production should be made as soon as possible.

#### *Co-operative Societies*

101. From the point of view of agricultural development, Your Committee attach the greatest importance to the extension of co-operative societies. By securing fair selling and buying prices for the peasant they directly encourage the production of export crops. Progress in the development of these societies has been far too slow, due partly to the difficulty of providing supplies of consumer goods. As a result, the emphasis has been on the thrift and provident type rather than on the trading society. Unless consumer goods can be supplied from this country, much good propaganda and preparatory work will be wasted.

102. The greatest encouragement that can be offered to a small peasant farmer anywhere is the feeling of security which springs from the knowledge that his rights as a producer are protected and that he is striking a bargain on equal terms. Producers' societies, whether co-operatives or corporations, which can secure fair and stable prices and also supply technical assistance and machinery, are the key to contentment and progress. In Nigeria, within

\* *See* Appendix 8.

the last two years, since the adoption of an active policy towards co-operation, some progress has been made with the formation of producers' societies, which are estimated to handle between 10 and 15 per cent. of the cocoa output. Where traditional systems of land tenure have been preserved, the greatest use should be made of them so that producers' co-operation shall appear as a natural growth springing from the soil.

103. Very few consumers' societies have been formed because of the difficulty, already mentioned, of obtaining consumer goods wholesale. As a result, the African peasant is, in the present shortage, at the mercy of middlemen and is discouraged from increasing output. To complete the producers' feeling of equality, he must be sure that at no stage does the exchange of his product for the goods which he needs come under the control of interests able to make an unregulated profit. Your Committee recommend that arrangements should be made to secure a fair share of the available merchandise for consumers' societies.

#### IV. WEST AFRICAN PRODUCE CONTROL BOARD

##### *Cocoa*

104. The Supplementary Estimate presented on 2nd February, 1948 (H.C. 49), Class II, Vote 10, Subhead C (West African Produce Control Board), provides for an additional sum of £13,875,000 required for payments to the Governments of the Gold Coast and Nigeria under the West African Cocoa Control Scheme; and in the Estimates for 1948-49 a sum of £2,035,000 is provided under the same subhead.

105. These sums arise from the operation of the Control Scheme described in the Report on Cocoa Control in West Africa, 1939-1943, which was presented to Parliament in September, 1944,\* and in the Statement on Future Marketing of West African Cocoa which was presented in November, 1946.† Briefly, the history of this Scheme is as follows.‡ Since the beginning of the war the British Government has undertaken responsibility for buying and disposing of the whole West African crop of cocoa. In November, 1941, the British Government further undertook on the one hand to bear any eventual loss and on the other to hold in trust for the benefit of the West African cocoa industry any profit realised on sales. To carry out this undertaking the West African Produce Control Board was set up in London and operated with United Kingdom funds under the authority of the Secretary of State. In the 1939-40 and 1941-42 crop years losses were sustained on sales of cocoa, but over the whole period 1939-47 a profit of £25 million was made.

106. In 1947, in pursuance of the policy laid down in Command Paper 6950, the cocoa functions of the Board were taken over by the Gold Coast and Nigerian Cocoa Marketing Boards, which are situated in West Africa and are composed of Government officials and representatives of the African producers and the cocoa merchants. Accordingly, the £25 million accumulated by the West African Produce Control Board for the sale of cocoa, less £2,300,000 which has been set aside for cocoa research and other purposes in West Africa, has been transferred to these local Boards. The transference of this sum required Parliamentary approval and explains the necessity for the above-mentioned Votes.

107. The Boards are expected to use this money for the purposes indicated in Command Paper 6950, that is to say, first as a cushion against fluctuations in the world price of cocoa, and secondly, for other purposes of general benefit to the cocoa producers such as research, the eradication of plant disease and the encouragement of co-operative societies.

\* Cmd. 6554.

† Cmd. 6950.

‡ For full details see Appendix 10.

*Oilseeds*

108. In September, 1942, the West African Produce Control Board took over responsibility for the purchase of all oilseeds exported from British West Africa, which the Board sell to the Ministry of Food.

109. Until February, 1947, the prices charged to the Ministry were based on cost, but by that time, in spite of steady increases, these prices were becoming increasingly out of line with world prices. The Ministry of Food, therefore, changed the basis of their buying price from costs to outside market values. In order, however, to lessen the danger of inflation arising from the shortage of consumer goods the full world market price was not paid to the producers, with the result that, in spite of the higher prices, there was still considerable dissatisfaction. In March, 1948, therefore, a further increase was made, which brought the prices up to the level of those which the Ministry of Food are now paying for similar products from other parts of the Empire. These new prices, it is stated, have been reasonably well received in West Africa.

110. Although the price paid to the producers of oilseeds has nearly doubled during the last two years, there is still a difference between this price and that paid by the Ministry of Food, even after allowing for all charges between the buying point and delivery at a port in the United Kingdom. This "profit" is for the present being retained by the West African Produce Control Board, but it is recognised that it belongs to the producers and it is proposed to use it in the same way as the profits arising from the sale of cocoa. That is to say, it is intended to establish a fund to be used primarily for the stabilisation of prices and secondly for the advantage of the West African Oilseed industry. Your Committee attach great importance to the early fulfilment of this intention and hope that arrangements to carry it out will be made soon.

## V. COLONIAL INFORMATION SERVICES

*Expenditure*

111. The expenditure provided for Colonial information services in the current Estimates is as follows:—

	£
Salaries of Information Department, Colonial Office (Class II, Vote 10) ... ..	10,070
Regional Information Offices in East Africa, West Africa and West Indies (Class II, Vote 10) ... ..	40,961
British Council (Class II, Vote 3) ... ..	369,000
Central Office of Information (Class VII, Vote 13) ...	232,000

*Objectives*

112. The Director of Information Services, Colonial Office, stated that his department had four objectives:—

- (1) to interest the British public in colonial affairs;
- (2) to foster friendly feelings towards Great Britain among colonial peoples;
- (3) to explain British colonial policy in foreign countries and in the Dominions;
- (4) to help information departments in the Colonies to develop.

113. In pursuit of the first objective, that of interesting the British public in colonial affairs, the Information Department devotes most of its attention to the schools, for which it provides booklets, films, picture sets and film

strips, and arranges lectures. As a long-term policy these activities are doubtless of great educational value. At present, however, little is done directly to relate this educational activity to the need for men and women to serve in the Colonial Services, though obviously it must indirectly encourage colonial vocations. Your Committee recommend that the policy of the Information Department should be to assist the purposes of the Recruitment Department more directly than it does at present.

114. The Information Department pursues its second objective, that of fostering friendly feelings towards Great Britain, by supplying material for use by colonial information services, including a film called "British News", and by co-ordinating the cultural activities of the British Council in the Colonies. It is also proposed to arrange lectures for colonial students staying in this country.\* Your Committee attach the greatest importance to activities to help colonial students in this country and recommend that the Information Department should do more in this direction, for example, by providing literature, writing materials and so forth in students' hostels.

115. The work of the Information Department in furtherance of its third objective, that of explaining British colonial policy in foreign countries and the Dominions, is done through the Information Services of the Foreign Office and the Commonwealth Relations Office. The Colonial Office has no agents of its own in those countries apart from the British Colonial Attaché in Washington, nor has the Colonial Office any direct contact with the British Council's work in foreign countries, except through the Foreign Office Information Officer. While Your Committee recognise that technically the responsibility for the work of the British Council in foreign countries cannot be divided and must remain with the Foreign Office, they recommend that the closest informal contact should be maintained between the Colonial Office Information Department and the British Council in foreign countries.

116. In paragraph 82 Your Committee have referred to the importance of films and broadcasting as instruments of colonial development. Both these subjects fall within the province of the Information Department in the discharge of its fourth task, that of assisting local information services.

#### *Films*

117. Films designed specially for colonial use are made by the Colonial Film Unit, which is part of the Central Office of Information. The principal function of the organisation is to make educational films, for which purpose it now operates four camera teams, two in East Africa and two in West Africa. The Unit is supported by a grant under the Colonial Development and Welfare Act. The aim is that colonial territories shall eventually be served by their own film production units, and it is hoped to open the first training school for cinetechicians at Accra this summer.

118. The effective use of films depends on the availability of projectors. The provision of cinema equipment is the responsibility of Colonial Governments. Though much equipment was supplied by the Government of the United Kingdom during the war, projectors are still few and far between. Your Committee recommend that Development funds should be made available to provide them.

119. There is also need for research into the kind of film appropriate to undeveloped peoples. A scheme of research for ascertaining the reactions of African audiences has been proposed. Your Committee recommend that the scheme should be adopted and financed out of Development funds.

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\* For numbers of students see Appendix 11.

*Broadcasting*

120. In November, 1945, the policy which it was considered that the Government should pursue with regard to broadcasting in the Colonies was stated thus:—

“ In the Colonies the primary use of broadcasting is educational, and we believe that wireless can make an enormous contribution to the improvement of the educational standard among native races. To achieve this the facilities for broadcasting must be greatly increased and we recommend that:—

(a) The Colonial Broadcasting Authorities should be pressed to extend their broadcasting systems as rapidly as possible, the aim being to ensure that no part of their territory should be out of reach of wireless programmes especially designed for the local population and capable of being picked up by comparatively cheap receiving sets or by the public address or relay systems. In the Colonial Empire a large part of the cost of such a policy would almost certainly fall on the Imperial Exchequer, but we feel that the advantages to be gained would more than justify the cost;

(b) As soon as possible, the precise needs of the Colonial Governments for this purpose should be ascertained and the necessary staff and equipment made available to them from this country.”

121. Nevertheless, little progress has been made in developing broadcasting in the Colonies apart from wired re-diffusion services, mostly commercially operated, in urban areas. The great majority of colonial populations live in rural areas, and are too poor to afford receivers at their present price.

122. In recent months several manufacturers have for the first time shown some interest in the development of wireless sets cheap enough to be within the means of colonial peoples. But no manufacturer is likely to embark on a programme of mass production, unless he is assured of a market, i.e., until the Government announce their intention to proceed with plans for establishing transmitters.

123. Surveys have been made and plans have been prepared for setting up transmitting stations in the Caribbean and in Central Africa, and investigations are in hand in Cyprus and Nigeria. The only scheme which has so far received Treasury approval is that proposed for East Africa, to which a grant is promised from the Colonial Development and Welfare Reserve.

124. In Appendix 12 will be found estimates for a comprehensive scheme for the development of broadcasting throughout the Empire. The total capital cost over a ten-year period is estimated at £4½ million, of which £¼ million would be contributed out of local revenues. Your Committee are glad to learn that this matter is being actively pursued.

## VI. PRIVATE ENTERPRISE AND PUBLIC CORPORATIONS

125. In considering the Estimates relating to colonial development Your Committee's principal concern has been with expenditure under the Colonial Development and Welfare Acts. It is, however, impossible to consider the development which is the direct financial responsibility of the Government and is reflected in the Estimates in isolation from the activities of other agencies engaged in colonial development, in particular private enterprise and the public development corporations.

*Private enterprise*

126. In the past, commercial enterprise has played the leading part in the economic development of colonial territories. Without the pioneering work of the trading companies the foundations of government could not have been

laid, and the services provided by government are still maintained from sources of revenues which commercial enterprise has developed. It has been roughly calculated that in 1936 more than £325 million was invested in the Colonial Empire. It is expected that private investment in the Colonies, excluding post-war reconstruction, will be of the order of £10 million a year, and from 1950 onwards the schemes of private capital investment already known to be in view total £75 million.

127. It is plain, therefore, that the planning of colonial development must take account of the part which private enterprise will play. In paragraph 25 Your Committee pointed to the necessity for a survey of capital requirements in the Colonies which should take account not only of the needs of government and the development corporations but also of those of private enterprise. This is of importance so long as there is a shortage of capital goods. It is to be expected that in time this stringency will ease and a point may come when supply overtakes demand. Your Committee regard it as of the highest importance that preparation should be made for this eventuality now, and they recommend that a survey should be made to ascertain the capital requirements of the Colonies over the next five years.

128. It is the declared policy of the Colonial Office to encourage private enterprise, but private enterprise cannot play its proper part in development so long as the belief exists among the colonial peoples that it is unfairly exploiting them. There appears to be an especially strong local feeling against the United Africa Company on two grounds: first, because it is believed to have practised conditional sale of merchandise; secondly, because it draws a large annual revenue from mining royalties. The question of conditional sales is the subject of a Government inquiry. The mining royalties arise from the revocation of the Royal Niger Company's Charter in 1900, when, as one of the conditions under which the rights and possessions of the Company were transferred to the Crown, the Company or its assigns received half the value of the mining revenue derived from the imposition of royalties, taxes on profits, fees from prospecting licences, and mineral rents. In 1943, the United Africa Company, which had acquired these rights by purchase from the Royal Niger Company, offered to surrender them in return for a capital sum, and investigators were appointed to determine the amount. Their reports are still awaited. Your Committee hope that a settlement will be speedily reached on the basis of those reports.

129. It is the responsibility of government to prevent an undue proportion of the trade and industry of any particular colonial area from becoming dominated by any trading organisation or group. It is desirable that prices paid to producers of primary products should be fair and in proper relation to selling prices, and a reasonable proportion of trading surpluses should, it is fair to suggest, be used for the development and welfare of the territories concerned. Adequate facilities should be granted by all employers of labour for the employment of local personnel at all levels, and steps taken to encourage local enterprises.

#### *Development Corporations*

130. The public development corporation is the recently invented instrument for colonial development. The Overseas Resources Development Act, 1947, established the Colonial Development Corporation and the Overseas Food Corporation. The former is restricted in its operation to colonial territories and is responsible to the Secretary of State. The latter is responsible to the Minister of Food and may operate anywhere outside the United Kingdom, but may only enter colonial territory at the express invitation of the Secretary of State. Both Corporations are required by the Act to have particular regard

to the interests of the inhabitants of the territory where they operate, and to consult with the Government of the territory before establishing a new undertaking.

131. The Act thus provides formally for safeguarding the interests of the local colonial people. It will, however, be necessary to devise working arrangements to ensure that these formal guarantees are secured in practice. At present, neither of the Corporations set up under the Act has been long enough in operation to judge how far this has been attained.

132. A considerable amount of experience has, however, been gained in the operation of a similar corporation set up by the Government of Nigeria in the Cameroons, namely, the Cameroons Development Corporation. This has been in operation for just over a year and is a body of great importance, for to it has been given the responsibility of ensuring that the resources of this Trusteeship territory are developed for the benefit of the inhabitants. The first task of the Corporation was to get the ex-German plantations going as an efficient commercial production unit as soon as possible, and this task has been tackled with energy and devotion. Administration has been organised, production increased, equipment renewed and labour lines re-built with great rapidity, while due regard has been paid to the likely world demand for the various products.

133. The experience gained suggests that special attention must be given to the relationship between the corporations and the local administrative authority. In particular, the responsibility for the health, welfare and education of the corporations' employees must be placed unambiguously on the administration, with appropriate financial assistance from the corporations. There are other major problems, mainly sociological, involved. Some of them are set out here, as being likely to recur elsewhere. The Board itself needs to meet frequently and to have good liaison with the Government, both locally and at headquarters. It should include among its members young and representative Africans, and experts with sociological as well as commercial qualifications. It may happen that the economic development through a corporation demands a speed and extent of social welfare schemes in a particular area greater than Colonial Development and Welfare funds could bear without depriving other areas. In that case the corporation should provide the extra funds for the purpose.

134. The obvious danger in any corporation is that of well-meant authoritarianism. Even at the risk of apparent inefficiency, it is essential that the work undertaken should spring from the desires of the people themselves, and that they should be partners in it at every step. Representative local opinion must be associated with the corporations and the social and economic effects of their operations on the population of the areas as a whole carefully watched. As public bodies, they should set an example in the observance of labour legislation and the encouragement of democratic, co-operative and trade union organisation.

135. The progress of the East African Groundnuts Scheme to the end of November, 1947, was described in the White Paper of January, 1948 (Cmd. 7314). The Overseas Food Corporation took over responsibility for the scheme on 1st March, 1948, and operational control in East Africa on 31st March. A memorandum by the Resident Member designate of the Corporation, which describes the various difficulties facing the Corporation when it assumed responsibility, will be found in Appendix 13. The memorandum makes it plain that the scheme will make large demands for supplies of tractors, fertilisers, and railway and port equipment. All of these things are scarce and some are urgently required in other parts of the Colonial Empire. This is another



example of the necessity for establishing a system for determining the total needs of the Colonies for capital equipment, whether required for governmental schemes, public corporations or private enterprise.

## VII. CONCLUSION AND RECOMMENDATIONS

136. The passing of the Colonial Development and Welfare Act of 1945 was a great declaration of imperial responsibility, but if it is to be something better than a fine gesture, more is needed than the mere allocation of £120 million. Not only is it necessary that the money should be backed up with men and materials, but it must also be made plain that the advantage of the colonial peoples is the paramount objective, and that they are to be taken into full partnership in achieving a common goal. If the millions of the Colonial Empire are to be lifted within a reasonable time out of their present backward condition, they must be roused to realise their potentialities and to help themselves. The United Kingdom will benefit from increasing trade over a period of years and, in the long run, from the growth of new self-governing partners in the Commonwealth, proud and willing to stand on their own feet. Great expectations have been aroused. It is imperative that they should be fulfilled within a measurable time.

137. Your Committee make the following recommendations:—

(1) The separation of accounts of expenditure under the Development Acts from the accounts of normal expenditure by Colonial Governments should be investigated to see whether a way can be found of eliminating unnecessary accounting work without impairing financial control (paragraph 17).

(2) An early investigation should be made into the additional financial provision likely to be required to complete existing development schemes and into the need for extending the ten-year period originally contemplated (paragraph 19).

(3) The Colonies should receive a specific allocation of exports (paragraph 26).

(4) The machinery and methods of the Crown Agents for placing orders should be investigated by the Organisation and Methods Division of the Treasury (paragraph 28).

(5) The Colonial Office should be responsible for deciding the priority of orders for materials and machinery placed by the Crown Agents (paragraph 29).

(6) Schemes of colonial economic development requiring scarce capital equipment should be framed, to avoid disappointment, in consultation with a planning authority in the United Kingdom which should have the responsibility of allocating such equipment among home needs, export demands, and all forms of colonial development (paragraphs 25 and 32).

### *Supply of staff for the Colonial Service*

(7) The limited number of fully qualified technicians available should concentrate on training local staff for technical positions (paragraph 36).

(8) Schemes should be adopted for the recruitment into the forestry, agricultural and veterinary services of men without academic qualifications but of good personal qualities and natural aptitude. Such schemes should provide for their academic training at a later stage (paragraph 37).

(9) Men and women, both European and Colonial, who have not passed through a university, but whose attainments are of matriculation standard and whose personality and abilities are promising, should be admitted to the Colonial Service (paragraph 38).

(10) The temporary transfer of staff from home to colonial services should be exploited to the utmost, and schemes for seconding should be made for all technical services. These schemes should be made sufficiently attractive and provide appropriate guarantees in regard to promotion on return to this country; and the fullest publicity should be given to them (paragraph 39).

(11) The appointment of Development Officers should be extended to other territories besides Nigeria, and such appointments should be open to suitable local candidates (paragraph 40).

(12) Fuller opportunities should be given to suitably qualified colonial personnel to be made aware of vacancies and to apply on equal terms with Europeans, and wider advertisement of posts should be given in the colonial Press (paragraph 41).

(13) Short-term contracts should be used to the fullest extent to obtain for the Colonies the services of scientists and technicians with the highest qualifications; and Development funds should be used for this purpose (paragraph 42).

(14) A small permanent Organisation and Methods section should be established in the Colonial Office with the task of continuously studying and reporting on the technique of administration, Colony by Colony (paragraph 45).

(15) (i) Any colonial officer, wherever he is serving, who has shown himself capable of benefiting from an advanced course during the middle years of his service, should be given the opportunity to take such a course;

(ii) There should be a centre at which officers engaged on these courses could gather at the end of the course;

(iii) Such a system of courses should be established as soon as possible (paragraph 51).

(16) The revision of salary scales should be regarded as a matter of urgency and, as soon as new scales have everywhere been fixed, a recruitment campaign should be launched in the schools and universities (paragraph 52).

(17) The statement of salary scales issued in connection with recruiting should show the amount of income tax payable in each Colony (paragraph 53).

(18) The conditions affecting family life in the Colonial Service should be improved (paragraph 55).

(19) An up-to-date edition of the brochure on Recruitment for the Colonial Administrative Service should be prepared without delay (paragraph 56).

### *Nigeria*

(20) Representative African opinion should be brought into active association with development work (paragraph 70).

(21) A skilled manpower budget should be drawn up and the technical education plan should be revised and expanded to meet needs (paragraph 71).

(22) As many administrative officers as possible should visit the areas where communal development is being carried out and see what is being done; detailed reports, films and broadcasts about the experiments and achievements should be made available to all field officers and become part of the ordinary basic training of administrative officers (paragraph 78).

(23) A system similar to that already found successful by the Service Departments both at home and abroad should be adopted, whereby District Officers should be enabled to authorise expenditure on small works up to a limit of, say, £500 without reference to Regional Headquarters (paragraph 80).

(24) More Africans should be assisted to come to the United Kingdom for the purpose of studying book-keeping, accountancy, secretarial and modern business practice, and efficiency experts should be employed to advise on the re-organisation of the clerical staff and their work, at the expense of Development funds (paragraph 83).

(25) Building standards should be temporarily revised on the ground of immediate economy of material; and a building research centre should be established to develop the use of local materials and appropriate methods of construction (paragraph 85).

(26) A high priority should be given to the supply of a dredger required for work on the Escravos bar in the Niger delta (paragraph 97).

(27) A survey should be made to ascertain the possibility of using water power in Nigeria on a large scale, and the feasibility of joint navigation, irrigation and electricity schemes should be examined (paragraph 99).

(28) A census of population and a survey of agricultural production should be made as soon as possible (paragraph 100).

(29) Arrangements should be made to secure a fair share of the available merchandise for consumer societies (paragraph 103).

#### *Colonial Information Services*

(30) The policy of the Information Department in the Colonial Office should be to assist the purposes of the Recruitment Department more directly than it does at present (paragraph 113).

(31) The Information Department should do more to help colonial students in this country by improving amenities in students' hostels (paragraph 114).

(32) The closest informal contact should be maintained between the Colonial Office Information Department and the British Council in foreign countries (paragraph 115).

(33) Development funds should be made available for the provision of cinematograph projectors for colonial purposes (paragraph 118).

(34) The proposed scheme for research into the reactions of African audiences to films should be adopted and financed out of Development funds (paragraph 119).

#### *Planning of future development*

(35) A survey should be made to ascertain the capital requirements of the Colonies over the next five years (paragraph 127).

## APPENDIX I

## THE COLONIAL SERVICE

*Vacancies to be filled by the Secretary of State at 30th April, 1948*

	West Africa	East Africa	Eastern	West Indies	Pacific	Mediterranean	Total
Administrative ... ..	77	69	15	—	2	5	168
Women Administrative Assistants ... ..	—	4	—	—	—	—	4
Agricultural ... ..	48	41	15	4	—	2	110
Audit ... ..	5	5	2	—	1	—	13
Chemists ... ..	4	8	4	4	—	—	20
Civil Aviation ... ..	1	7	7	—	—	—	15
Co-operation ... ..	2	1	2	—	—	—	5
Customs ... ..	4	1	—	—	—	—	5
Economic and Statistical Educational (M) ... ..	8	2	1	1	—	—	12
Educational (M) ... ..	40	16	13	11	—	4	84
Educational (F) ... ..	6	7	9	1	—	9	32
Engineering, including Architecture and Town Planning ... ..	148	91	59	14	2	1	315
Fishery ... ..	4	1	7	—	—	—	12
Forestry ... ..	17	12	1	2	—	—	32
Geological ... ..	8	17	—	1	—	—	26
Labour ... ..	—	1	—	—	—	—	1
Legal ... ..	9	7	4	3	—	—	23
Medical ... ..	34	41	36	23	2	—	136
Meteorological ... ..	6	3	7	2	—	—	18
Mines ... ..	4	—	3	—	—	—	7
Miscellaneous ... ..	25*	12	5	—	—	1	43
Police ... ..	—	—	—	2	1	—	3
Prisons ... ..	2	—	2	1	—	—	5
Survey ... ..	13	17	5	1	2	—	38
Veterinary ... ..	16	25	5	5	—	—	51
Welfare (M) ... ..	2	2	1	1	—	—	6
Welfare (F) ... ..	—	—	1	—	—	—	1
TOTAL ... ..	483	390	204	76	10	22	1,185

\* Including 9 Inspectors of Produce.

## APPENDIX 2

## FORESTRY IN NIGERIA

*Memorandum by the Chief Conservator of Forests*

The possibility of aid to Forestry in Nigeria from the Colonial Development and Welfare Funds at once made it necessary to clarify and express in definite form the Government's Forest Policy for the country. A statement of policy was therefore issued by the Governor, Sir Arthur Richards, now Lord Milverton, on 2nd February, 1945. A Forest Administration Plan was drafted to implement this Policy, with which it is, of course, prefaced, in May, 1945, and redrafted in May, 1946, in the light of financial provision actually approved in Table XII of the Ten-Year Plan of Development and Welfare for Nigeria 1946 (Sessional Paper No. 24 of 1945). The general principles of the Forestry Plan have been in operation since that time so far as the very considerable lag in officer recruiting has made possible, but certain aspects of the Plan continued under discussion. Full agreement upon the Plan has now been arrived at; it is in the hands of the Government Printer and will be published in the near future as a Sessional Paper.

2. The justification for aid from the Colonial Development and Welfare Funds is the plain fact that Forestry cannot be practised without forests securely set aside in perpetuity for the community. A great deal more than the quarter of Nigeria which is estimated as its ideal forest requirement is physically under "forest" as fallow, common or waste land but these common and waste lands are rapidly disappearing before the acquisition of individual and family rights by the peasant farmer, made possible by the peace of British Administration. Unless positive action is taken under the Forestry Ordinance the community has no way of preserving, for the community as against the individual, an adequate part of this common and waste land. To secure the legal allocation to the community of the necessary land as legally constituted Forest, while it is still communally owned, must therefore be the primary task. It may be termed the Establishment of the Forest Estate. This Establishment and subsequent planning for management is "capital work", the creation of a going concern, the cost of which could not, at this time of more readily apparent but not more necessary demands upon funds, be met by Nigeria unaided and which has justified the assistance of the Colonial Development and Welfare Funds. The capital work completed, Forestry can become a profitable and routine part of the country's administration. But without the prospect of its early completion, Forestry would continue to be an unprofitable struggle against odds. Forestry Development requirements in Nigeria are therefore made up entirely of staff and working funds for the capital work of establishing a Forest Estate as a planned and going concern. The expenditure will show no immediate cash return but will play an essential part in building up a balanced and *permanently productive* Nigeria of the future.

3. In the framing of the Forest Administration Plan the very definite aim of the British Government is kept clearly in view, eventually to establish a self-governing Nigeria. No attempt is made to build up an organisation or technique which is dependent upon close European guidance, lest it collapse when that guidance is withdrawn. Efficiency can only come from actual experience with full responsibility, and Africans must be given, at first, a machine sufficiently simple and robust to withstand the inexpert handling of a novice, or they will never gain the necessary initial experience. A sound but absolutely simple system is therefore being built up to save for Nigerians their forests, to establish these as profitable working concerns, under plans which sacrifice the highest principles of academic forest management, as developed after hundreds of years of practice in Europe, to simple continuity, and to train an African cadre which will manage them effectively. That accomplished, Forest Management can, as it eventually *must*, be left to the Nigerian, who will develop for himself a degree of efficiency compatible with his mode of life and his own capabilities.

4. There are two main difficulties. With regard to the first, paragraphs 36 and 37 of the Forest Administration Plan read:—

" 36. The problem which this European staff has before it is that of the gradual transfer of its responsibility to African Officers in such a manner that the Officer staff of the Department eventually becomes entirely African, without breach of continuity of administration or major breakdown of technical efficiency.

" 37. There appears to be one primary essential for the solution of this problem. While the Government of Nigeria makes no claim to the *ownership* of forest, which rests with the natural owners, it has always claimed and exercised the right to maintain such control as will ensure the proper management of the forests in accordance with its Forest Policy. The officer staff of the Forest Department is the only agent of Government competent to make this control effective and it must therefore be, when entirely African, as it is now while entirely European, a central Service at the disposal of the Central Government, whether that Government be European or African in its highest personnel. It cannot be allowed, in the process of conversion, to disintegrate into separate units with an independence which may later embarrass the effective application of the Central Government's Forestry Policy."

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B 3

While the Central Government can exercise control over the management of the forests, the setting aside of land as Forest Reserves is entirely a matter for the Native Authorities which own the forests and persuasion can often prove difficult in the extreme; where two or three small units with indefinite boundaries are concerned in one block of forest, it has often proved impossible. It must not be forgotten that the difficulties of the Nigerian Forest Department are incomparably greater than those in a country where the Forest Department has an undivided and direct control. The percentage of land under legal forest in the Western Region is 14.8 per cent., in the East 10.8 per cent. and in the North 5.4 per cent. Pressure of an expanding population makes it extremely doubtful whether any further advance can be made towards the ideal 25 per cent. in the West or the East.

5. The second difficulty is the complete loss of all knowledge of "bush", a term which embraces the sylvan activities of man, the natural history of plants and animals and a sound interpretation of their reactions each upon the other, which seems inevitable to the process of education on the European model in Africa. It is obviously impossible to employ the illiterate, who have this knowledge often to a very high degree, in the higher branches of a *modern* administration. It remains, therefore, to teach it to the literate, for without it no man can be a forester. The combination of literacy with a knowledge of natural history and a real love for the bush, though extremely rare amongst Nigerians, is far from uncommon amongst Europeans, and with this foundation they acquire the local knowledge and can disseminate it far more quickly than can a local man lacking the foundation. Paradoxical though it may sound, my experience leads me to believe most firmly that the surest and quickest road to efficient Africanisation lies in the provision of a full European staff to guide and instruct, with definite and published provision for a planned transfer of responsibility. This provision is given in the Nigerian Forest Administration Plan.

" 42. The ultimate aim of a self-governing Nigeria will require eventually a Forest Department independent of outside recruiting, and this implies a Nigerian Forest Service to replace the Colonial Forest Service which at present provides officer staff. Such a Nigerian Service cannot spring into being full-fledged, and the earlier it is initiated the greater is its chance of success.

" 43. The general situation set out above, and in particular the fact that Forestry is now entering upon a dual rôle in its work, offers an admirable opportunity for the transfer of higher responsibility to an African officer staff by the use of the *regional* principle of regulating progress by the degree of development in each particular unit of the country.

" 44. It is proposed, therefore, to initiate the creation of a Nigerian Forest Service, by allotting to it the function of the Management Branch described above, the function which has a future and steadily increasing prospects, while officers of the Colonial Forest Service are in the main relegated to the function of the Establishment Branch, with its diminishing prospects which will permit the gradual reduction of the full European staff initially required by natural wastage, without injury to the prospects of individual officers. The two branches will work in parallel as one Department throughout the period of conversion and will have exactly equivalent ranks and responsibilities."

6. But it is in respect of the European staff initially required that the Plan is threatened with stultification. Forestry training was broken during the war and service in Great Britain has more attractions than that in the Colonies. The Senior Service now is some 13 field forest officers short out of a total of 55. I am sure in my own mind that future recruits will not suffice to fill more than the Department's *expansion* programme; I do not believe the lag can be made up without extraordinary measures. I would repeat that without forests there can be no forestry and that without tuition Africanisation of the Forest Department will invite collapse. The plain facts are that trained Forest officers are not available to make up the lag, and that much of the tuition and field work at the early stage of

Forestry obtaining in Nigeria could be accomplished by specially selected Europeans without a Forestry qualification but with a love for "bush", administrative experience and sympathy with the African. Men of quality will not at this time accept temporary employment; they require a life's work. Without the slightest prejudice therefore to the principle that a Forest Officer must normally have a full academic training as well as being proved in the field, I intend to press that this lag of officer recruitment be made up by personal selection on pensionable terms of men without academic Forestry qualifications but with all the personal qualifications of a forester, to learn their work "as they go along". Desperate times call for desperate measures and it is absurd that a reasoned and acceptable plan should be held up by lack of a dozen officers. It is being so held up and if the situation continues it will break down.

7. Under these circumstances the Plan has produced not expansion but concentration of effort. Disappointing though this may be it means that at all events the Department can now carry out effective work in those areas which it can staff, and that it is in a completely balanced position ready to expand as officer staff becomes available. It has already resulted in the emergence of two Africans as Assistant Regional Forest Officers whom it is hoped to send to England later in the year for qualification as Assistant Conservators and the machinery for the selection of potential Forest Officers from the technical grades is now complete.

8. The task in Nigeria is not afforestation in its true sense but the safeguarding, utilisation and improvement of existing forests to provide a sustained yield. The 1,500 square miles of the Benin forests are now under planned control and regeneration operations now extend, with satisfying results, over more than 60,000 acres in them. The extension of similar controls will be sufficient to make afforestation, which is usually an indication of neglected forestry in the past, unnecessary in Nigeria.

27th April, 1948.

#### APPENDIX 3

### THE NIGERIAN TEN-YEAR DEVELOPMENT PLAN

#### *Memorandum by the Colonial Office*

1. The table on the next page shows:—
  - A. Total cost of schemes.
  - B. The original estimate of expenditure for the years 1946-49 as forecast in the Nigerian Ten-Year Plan.
  - C. Actual expenditure for 1946-49 as accurately as can at present be calculated.
2. The figures for 1 (C) above have been based on
  - 1946-47 Actual expenditure.
  - 1947-48 Revised Estimate.
  - 1948-49 Approximate Estimate (which is particularly subject to later revision),

but they are accurate enough to illustrate the underspending which has occurred in many schemes in the early years of the Plan, as a result of shortages of staff, equipment and materials.

23rd March, 1948.

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## NIGERIAN TEN-YEAR DEVELOPMENT PLAN

(All figures in £'000s)	Original Estimate of Total Cost	1946-47		1947-48		1948-49	
		Original Estimate	Expenditure	Original Estimate	Expenditure	Original Estimate	Expenditure
1. Medical & Health Service ... ..	5,000	103	19	157	109	216	369
2. Leprosy Service ... ..	1,000	84	56	96	90	104	147
3. Anti-Malaria, Lagos ... ..	114	20	58	24	10	24	completed
4. Social Welfare ... ..	384	32	16	32	54	40	60
5. Agriculture ... ..	1,824	69	38	88	113	106	132
6. Forestry ... ..	826	17	8	41	50	43	50
7. Veterinary ... ..	580	52	13	64	54	73	67
8. Fisheries Development ... ..	157	15	5	17	13	22	27
9. Peasant Textile Industry ... ..	141	29	10	46	19	23	29
10. Electricity Development ... ..	1,544	187	32	477	156	216	298
11. Town Planning and Village Reconstruction ... ..	332	20	1	34	20	34	34
12. Rural Water Supplies ... ..	4,000	153	103	248	173	450	403
13. Urban Water Supplies ... ..	4,000	210	102	250	124	440	434
14. Road Development ... ..	7,046	272	209	497	321	636	491
15. Development Officers ... ..	895	50	26	72	67	73	87
16. Building Programme ... ..	9,034	213	115	325	338	412	567
17. Technical Education ... ..	1,115	64	35	74	97	92	98
18. General Education ... ..	4,058	306	52	382	338	387	596
19. Gaskiya Corporation ... ..	152	93	66	28	28	14	10
20. Marine Development ... ..	3,518	810	55	656	698	375	871
21. Telecommunications ... ..	820	50	25	50	57	80	32



## APPENDIX 4

## EDUCATION IN NIGERIA

*Memorandum by the Director of Education*

## I.

1. The Memorandum on Educational Policy (Sessional Paper No. 20/1947), which has recently been found acceptable in principle by the three Regional Houses of Assembly, the House of Chiefs and the Legislative Council of Nigeria, constitutes an attempt to set out a reasoned policy of development in relation to the needs of the community for the next quarter of a century.

2. The topics discussed in the Memorandum comprise the present and proposed future organisation of Nigerian Schools, the administration and control of education in the Territory, Local Education Authorities, certain financial considerations notably the grants-in-aid system and the place of Native Authorities in that system, Primary Education (Junior and Senior), Secondary Education, Higher Education, the Education of Women and Girls, the recruitment and training of teachers, the place of Science in Nigerian Schools, Agricultural Education, Technical Education, the health and physical well-being of school children, Social Welfare, Adult Education, the Language problem, Mohammedan and Arabic Studies and the Protection of Antiquities.

3. It was clear that the comprehensive proposals contained in the Memorandum could not be carried into effect during a ten year period. Accordingly a costed plan was prepared for incorporation in Nigeria's overall development and welfare plan, having regard to the limits imposed by financial considerations. While pre-supposing the Memorandum on Policy the costed plan is concerned with the practical application of the latter in view of the probable difficulties of the next few years. Some indication of these difficulties is given later in this note.

## II.

4. The delays in carrying out the costed plan derive from three main causes:—
- (a) extreme retardation of the Public Works building programme;
  - (b) difficulty in recruiting staff;
  - (c) delays in obtaining equipment and machinery.

5. As regards the first of these factors it may be said that no major building project has actually started with the exception of the Technical Education buildings which have been erected under the supervision of members of the Department of Education and the building of a Secondary School at Zaria: the latter, however, is a "pre-development" scheme which has been financed from development funds. The general position is set out in the following extract from His Excellency's printed address to the Legislative Council in March, 1948:—

"The buildings formerly occupied by the American Air Force at Kano have been adapted as a girls' training centre and this was opened in July with eighty-six girls from various provinces of the Northern Region. Plans for the building of the women's training centre at Enugu are in an advanced stage; if building can be begun shortly, it may be possible to admit the first batch of students in 1949. Small extensions to the Government colleges at Ibadan and Umuahia have made it possible to accept a larger number of entrants. Plans for the extension of Uyo Elementary Training Centre have been made and the work put in hand. The new buildings for Kaduna College, at Zaria, are still in the course of erection after delays due to lack of material for the reinforcement of two storey buildings. Lack of building material has hampered the general progress of the development scheme; at Toro Elementary Training Centre the experiment is to be tried of using a larger proportion of local materials for construction purposes.

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

6. The technical education building programme has made very good progress and recruiting of instructors has been easier than was expected. The Public Works Department has helped the Education Department's building staff by giving very generously from its meagre stocks of material and has also helped by allowing some members of its staff to be transferred to the technical education branch. The posts of Lecturer have not been so easy to fill since engineering or similar degrees are required. A "bottleneck" in this part of our plan has resulted from shortage of machinery. Woodworking machines indented for in August, 1945, have not yet arrived and new workshop buildings have been lying empty since April, 1946.

7. In the programme for expansion of general education it is probable that more rapid progress could be made if the education department were allowed to put up its own buildings using, if necessary, local materials. With regard to recruitment of teaching staff it will be noted that the Development Plan depends largely on temporary staff which is now offered only the same salary rates as pensionable staff. An increase of say 20 per cent. above these rates, or the payment of a substantial gratuity on completion of contract, might help to attract suitable candidates. There is also the point that Local Education Authority teachers in the United Kingdom are reluctant to go abroad since overseas experience is often a barrier rather than a help to promotion. A system of secondment would help our Development Plans and would have the added advantage of giving knowledge of the Colonies to a number of United Kingdom teachers.

8. In the general education scheme, shortage of materials and equipment have not been the major retarding factor, although some shortages have been highly inconvenient.

### III.

9. At the present moment there are the following vacancies on the Senior Service Establishment of the Education Department:—

1. Education Officers (pensionable) ... ..	31
2. Education Officers (temporary) ... ..	30
3. Rural Education Officers (pensionable) ... ..	71
4. Lecturers (pensionable) ... ..	12
5. Mistresses (pensionable) ... ..	22
6. In addition to the above, the following vacancies are offered by the Special Northern Provinces Development Scheme covered by Head 32, Subhead 22 of the 1948-49 estimates.	
(a) Education Officers (pensionable) ... ..	10
(b) Education Officers (temporary) ... ..	12

10. Appointment shown at 1, 5, 6(a) and 6(b) have not yet been indented for since there was no provision in the financial year 1947-48. Indents for only five Rural Education Officers have been submitted for the same reason.

11. Indent for 30 temporary Education Officers at 2 above has been outstanding for ten months and no appointments have been notified. In each of Sections 3 and 4 there is one candidate under consideration.

12. As mentioned in the paragraph above vacancies for Education Officers might be filled more readily if Local Education Authorities in the United Kingdom could be convinced that overseas experience is useful.

### IV (a).

13. A special review of the educational grants-in-aid problem has been undertaken recently.

The difficulties in the problem are manifold. Thus, Nigeria is a very poor country nor does it possess a developed system of local government. The fact that the Territory's educational system is so highly localised means that, broadly speaking, any assistance which the Government may provide for schools does not release further funds for educational expansion but merely relieves particular communities from a financial burden they have hitherto carried. Again, the process of diluting the limited cadre of trained teachers has, in the more developed areas of the Eastern and Western Provinces, been carried too far. Recent additions to the grants-in-aid vote, which subsequent to the financial depression of 1929-1931, had been frozen or even reduced, have been intended almost entirely for the

improvement of the conditions of service of teachers. Apart from the need for overcoming the special difficulties just noted the new proposals have taken into account other fairly obvious desiderata which may be summarised as follows:—

(a) The proposals must be related to the supply of trained teachers which in itself determines the pace both of the improvement and expansion of the primary education system.

(b) The proposals should, as far as possible, be acceptable to the Voluntary Agencies.

(c) Ease of working is a prime need.

(d) Grants should be payable concurrently with the services rendered.

(e) The scheme should, with reasonable assurance, be regarded as workable over the next five to ten years.

(f) The scheme should define with precision the obligations of both the Government and the Voluntary Agencies in respect of the recurrent expenses of approved primary schools.

(g) Only schools which are recognised as efficient and socially useful should be eligible for grants-in-aid.

(h) The need for conserving the spirit of local initiative and self help should be borne in mind throughout.

(i) The need for adapting the measure of aid to the economic conditions of different zones should be met.

(j) The position which Local Education Authorities and Committees will have in the local application of the regulations to their areas should be recognised.

(k) The need for the payment of teachers employed in grant aided schools at approved rates should be met.

(l) It is a feature of Government's educational policy recently adopted that the junior primary school should constitute the basis of the educational structure. The special position of the junior primary school in this respect should be recognised.

The foregoing desiderata have been taken into account in the grants-in-aid Regulations which are now being framed.

14. The anticipated supply of additional trained teachers is shown in the sub-joined schedule:—

		1949		1950		1951		1952		1953	
		HEC	ETC	HEC	ETC	HEC	ETC	HEC	ETC	HEC	ETC
Northern Provinces	Men ...	156		216		265		320		325	
	Women...	—		—		70		100		120	
Eastern Provinces	Men ...	170	260	240	250	260	260	340	280	340	280
	Women...	50	100	70	120	90	140	90	220	90	240
Western Provinces (including Lagos)	Men ...	124	303	128	418	186	413	186	498	186	498
	Women...	83	97	111	109	111	109	121	109	121	109

(HEC = Higher Elementary Certificated)

(ETC = Elementary Certificated)

#### IV (b).

15. The Department's fundamental task is to produce as soon as may be the largest number of Africans with the equivalent of a good "sixth form" standard in Britain: until the Territory's schools can produce an adequate number of Nigerians of this type no general scheme of development can be carried out. Simultaneously if the output of the schools is to be maintained and extended, the

Department must attend to its own professional task, the training of teachers. Efficient Training Centres, as well as efficient Secondary Schools, are our priorities as viewed from the standpoint of general development.

16. Priority has been given to the development of women's education in various directions, e.g. teacher-training, secondary education, the introduction of modern classes (partly with an eye to the nursing profession), the establishment of domestic science centres and the posting of Women Education Officers to undeveloped areas such as the Bamenda Division, the Plateau Province and the Tiv Country. It may also be mentioned that women predominate in some of the mass education experiments recently inaugurated.

17. In the sphere of primary education (where the ultimate aim is the provision of universal education of that standard) the general picture can be deduced from data collected for the grants-in-aid review already mentioned.

18. In the first place the school population of Nigeria cannot be considered as a whole since development has not proceeded uniformly in all parts of the country, nor have girls attended school in the same numbers as boys. Broadly speaking the following grouping can be made.

- (1)—(a) Boys in the border Provinces of the Northern Provinces where the influence of Christian Churches is considerable;
- (b) Girls in these Provinces.
- (2)—(a) Boys in the strongly Mohammedan belt in the " deep " North;
- (b) Girls in these areas.
- (3)—(a) Boys in the backward areas of the Southern Provinces;
- (b) Girls in similar areas.
- (4)—(a) Boys in the rest of the Southern Provinces;
- (b) Girls in similar areas.

19. As to the boys of the Mohammedan North, these may be considered to have some education apart from the Western literary education provided in past years. This education was not confined to instruction provided by the religious teachers, but was reinforced by the culture, discipline and manners belonging to a community which had a living relationship with the rest of the Moslem world. Obviously, however, more children in these areas should have the Western type of education to enable them in their maturity to cope with the innovations introduced by Western society whose influence has spread from the coast. This is now recognised by the educated elements of the North and not least by the Emirs themselves: and in those areas development should proceed as rapidly as the supply of teachers and the demand for education permit.

20. In marked contrast is the group of boys for whom the provision of junior primary education is most nearly complete. It comprises the greater part of the boys of the Southern Provinces (now called the Eastern and Western Provinces) excluding a few special areas such as the Ogoja and Cameroons Provinces and some small areas in the Niger delta. The statistics indicate fairly clearly the position in this major part of the Southern Provinces. The number of boys in the junior primary schools of the Southern Provinces is over 328,000. The population of the region between the ages of 0 and 16 (the estimate is given by the Government Economist) is approximately 3,800,000. Thus in order to provide accommodation for junior primary schools so that all children can attend school for four years at some time before attaining the age of sixteen, places for 475,000 boys and 475,000 girls will have to be found. This assumes that there are equal numbers of boys and girls. Thus on a rough estimate 70 per cent. of boys can at present be given the four year course *provided that the instruction reaches a level of efficiency which will allow the normal child to complete the course in four years.* This happy state of affairs does not exist and could not exist in an educational system in which the number of pupils has doubled in less than five years and in which 88 per cent. of the teachers are uncertificated. The corresponding figure for girls is an enrolment of 89,300, providing for only 19 per cent. of the girls. The inference is that for this group the next few years should be a period of consolidation during which the number of certificated teachers is increased by expanding training facilities. The other vital need is for more supervision of the schools.

21. In groups 1(a) and 3(a), that is, in the border Provinces of the Northern Provinces and the backward areas of the Southern Provinces, prejudice against

western education, where it existed, is diminishing and in some parts has been transformed into active protagonism. In these backward areas expansion should be limited only by the necessarily small supply of certificated teachers.

22. Throughout Nigeria girls' education is lagging behind that of boys. In a generally backward area such as the Cameroons the ratio of girls to boys at the end of the junior primary course is as low as 1 : 13. In a more progressive area, e.g. Ijebu Province, the ratio is 1 : 3. Throughout the whole of the Southern Provinces and in all classes the ratio is little better than 1 : 4. It is unlikely that this ratio will improve materially until separate departments for girls are provided and the next few years will be marked by the development of women's teacher training. In the backward areas the amount of development possible will have to be calculated in relation to the maximum possible supply of teachers. No spectacular development can be expected since the wastage among women teachers is very high. In the strongly Mohammedan belt of the North work is largely experimental in character and it is unlikely that the next few years will see more than a continuation of these experiments on a greatly expanding scale.

23. What has been stated earlier in this note on the subject of finance and on the rapid expansion of primary education emphasises the need for the establishment of local bodies for the canalisation of local initiative and enthusiasm by the communities concerned and for the control of primary education with a view to safeguarding against the dissipation of educational effort. In proposing the establishment of Local Education Authorities to stimulate local support, financial and otherwise, it has been made clear that, in general, the real work will be done as in the United Kingdom, by the Authorities' Education Committees. The latter will comprise representatives of the Local Education Authorities—normally the Native Authorities, the Voluntary Agencies, the general public and the appropriate officers of Government. Primary education in Nigeria, at any rate in the greater part of the Western and Eastern Regions, is now at the stage when the period of partition was ushered in in England by the Forster Education Act of 1870 with its School Boards. It is now proposed to telescope the "period of partition" from 1870-1902 into the "period of annexation" and to make arrangements for the transference of education to municipal control, a process which in England took over thirty years. Thus, it may be said that the Christian Missions have "completed their mission" in the sense that they have built up a great voluntary system which must now be linked with the Territory's emerging system of local Government. As will be seen from Chapter XVI of the Memorandum on Policy this development in no way modifies the importance attached by Government to religious instruction. Thus a half way stage has now been reached between direct control by the Missions and the development of a Local Education Authority system.

#### V.

24. In the matter of overseas scholarships Regional Committees are appointed to examine the credentials of potential applicants who submit their applications to the Secretaries of these Regional bodies in accordance with conditions prescribed in the Nigeria Gazette. The Regional Committees then draw up short lists of candidates and persons who appear on these lists are interviewed by the Central Committee. That done, the Central Committee submits recommendations to the Governor and, in making its recommendations, the Committee takes an objective view of the needs of the Territory as a whole.

25. The number of scholarships awarded during the last ten years and the nature of the awards are shown in the following tables:—

						<i>Number of Scholarships awarded by Government</i>	<i>Expenditure from Nigerian Funds</i>
1938-39	...	...	...	...	...	1	£648 (Actual)
1939-40	...	...	...	...	...	1	£495 "
1940-41	...	...	...	...	...	—	£560 "
1941-42	...	...	...	...	...	—	£95 "
1942-43	...	...	...	...	...	2	£200 "
1943-44	...	...	...	...	...	11	£2,215 "
1944-45	...	...	...	...	...	25	£6,522 "
1945-46	...	...	...	...	...	27	£20,933 "
1946-47	...	...	...	...	...	30	£30,000 (Estimated)
1947-48	...	...	...	...	...	40	£30,800 "

- 1938-39 Degree Course in Science.
- 1940-41 Degree Course in Science.
- 1942-43 Degree Courses in Science and Economics.
- 1943-44 Degree Courses in Science, Arts, Economics and Engineering; Diplomas in Social Science.
- 1944-45 Degree Courses in Arts and Science, Diploma Courses in Education and Social Science; Linguistic Courses.
- 1945-46 Degree Courses in Arts and Science, Engineering; Various Teacher Training Courses, Course in Arabic Studies, Courses in Draughtsmanship, Printing, Tele-communication, Artificial Limb-making, Estate Administration.
- 1946-47 Degree Courses in Arts, Science and Mining Engineering; Various Teacher Training Courses, Courses in Co-operation, Letterpress Printing, Geology, Music, General Nursing, Domestic Science, Bread-making and Confectionery; Post-graduate Course in Medicine, Degree Course in Civil Engineering, Railway Operation.
- 1947-48 Degree Courses in Arts and Science, Various Teacher Training Courses, Diploma Course in Anaesthetics, Courses in Geology, Poultry Keeping, Education of the Blind, Meat and Food Inspection, Arts and Crafts, Co-operation, Accountancy, Postal Duties, Telephone Engineering.

26. At the most recent meeting of the Selection Committee, members were considerably disquieted by the falling off in the standard of applicants as compared with previous years. This falling off suggests that the scholarship 'potential' is becoming exhausted—at any rate temporarily—a state of affairs which emphasises the key position of secondary education.

#### VI.

27. The Regional Colleges advocated by the Inter-University Council will differ from the Territorial Colleges proposed in the Minority Report of the Elliott Commission in one important respect. They will not have, as one of their primary functions, teaching for the intermediate examination which is quite inappropriate as a finishing examination. This does not imply that the work of the Regional Colleges will be on a lower level but tested by a more appropriate finishing examination. In other words, they will provide various forms of "skill training" needed for employment in vocations that do not require University training.

28. The report of the Inter-University delegation on this subject provides a problem of peculiar difficulty. In the long list of activities which it is suggested should be undertaken by this type of College a decision will have to be taken whether emphasis should be laid on the "polytechnic" aspect (in which case the College will have to be integrated with the scheme of technical education) or on the training of secondary school teachers, Social Welfare workers and the like, in which event these functions can be most effectively carried out at the Regional level. For the solution of this problem a special investigation is clearly necessary and Government has asked the Secretary of State to sanction the appointment of a United Kingdom expert along with a serving Nigerian officer to undertake this task.

26th April, 1948.

#### APPENDIX 5

#### DEVELOPMENT IN UDI DIVISION

##### *Memorandum by the Senior District Officer, Udi Division*

This report, for the information of the Parliamentary Sub-Committee that visited Udi Division of Onitsha Province on the 10th April, 1948, is written in accordance with instructions given to me by His Honour the Chief Commissioner, Eastern Provinces, to compile a "factual report of work and progress up to date, together with a statement of projected further development in Udi Division".

2. In March, 1944, the people of the Owa sub-clan of the Abaja Clan in Udi Division requested the construction of a road from Owa Native Court to Owa Native Administration Dispensary. This request had been made before, and had been turned down on the ground that the Native Administration funds could not afford the cost of construction (estimated by a qualified engineer at £1,500). As soon as the people were convinced by the District Officer of the fact that the Native Administration could not find money for road construction without reducing existing social services they agreed to make the road by voluntary labour, provided that the Provincial Engineer would peg out a trace for them, and provided that the Native Administration Road Overseer was lent to them. The road was built in exactly two months, and 12,000 man days of voluntary labour were expended on the task.

3. The example of the Owa Clan was quickly followed by the people of Affa village who constructed a road from their Native Court to the Amokwu quarter of Affa (5,000 man days of voluntary labour).

4. About this time the Nkanu Clan embarked on the construction by voluntary labour of a village in which to segregate its lepers.

5. In June, 1944, the District Officer received a copy of the Colonial Office White Paper "Mass Education in African Society", and in view of the already demonstrated ability of the Abajas to work voluntarily for the improvement of their area, the District Officer decided to try experiments in Mass Literacy, using voluntary teachers.

6. After the District Officer had enlisted the support of some of the Government servants at Udi as teachers, the Abaja Clan Native Authority was consulted, and four communities living under very different conditions were selected for trial experiments. One of these was the village of Ogwofia, which soon raised by voluntary subscription a fund of £30 to buy reading and writing materials. The people announced this on an occasion when Mr. E. F. G. Haig, Registrar of Co-operative Societies, went with the District Officer to see the classes at work, whereupon Mr. Haig suggested to the people of Ogwofia that they should work their palm-bush on a communal basis, and put the profits into the village fund. They said that this was not practicable, because some of the trees were owned by individuals, but they thought that communally owned machines for processing the palm fruit would be of assistance to them. A hand oil-press, and a nut-cracking machine were soon acquired. The women brought their palm fruit, and had a kerosene tin full of nuts, either pressed for oil, or cracked for kernels for rd. Of this, ½d. went to the labourers who worked the machines, and the rest of the money went into the village fund.

7. At a subsequent visit the Registrar of Co-operative Societies suggested to the people that they might build a Co-operative Consumers' Shop, which would not only assist the old people to purchase such things as tobacco and salt, without going a long way to market, and at fair prices, but would also provide profit which the people could either share out among themselves, or use to pay for village development. No sooner was the suggestion made than volunteers set to work to collect stone and building materials for their shop. They paid for the cement, and for the services of the Native Administration carpenter, and bricklayer. The Native Administration was able to give them assistance by providing them with corrugated iron for the roof at half-price. They spent about £38 on materials, and did all the work free of charge, and in this way they built the first co-operative consumers' shop in Nigeria. Simultaneously they set to work to build a village reading room by voluntary labour. A grant of £80 from Government funds was paid for building materials. Labour was provided free by the village.

8. At that time also, the women of Ogwofia expressed appreciation of what was being done, and asked for the construction of a village maternity home. They were told that they could have one if the villagers would build it.

9. Early in 1945 preparations were made for the building of a maternity (home) unit. On 1st July, 1945, the people also asked that they might be allowed to put up a small building in which medicine could be stored, and that the Native Administration Dispensary Attendant at Udi (8 miles away), might visit them by cycle, and treat their people locally. This proposition was contrary, at that time, to existing official practice, but the Senior Medical Officer, Enugu, was consulted,

and as he had no objection the work was started. As stated already, the request was made on 1st July, 1945. The Senior Medical Officer approved the next day. The following day building materials (cement, sawn timber, and shingles for roofing) were sent to the village, and a sub-dispensary was finished by the end of the month. The maternity unit took several months to build, and taxed the strength and resources of the village heavily. The people subscribed about £160, and on this occasion each adult woman was required to contribute half-a-crown, which became the membership fee for the Women's Co-operative Society that eventually took over the running of the maternity home (or maternity unit, as it is now officially called). The co-operative shop society, of which practically every one of the 600-odd adult males in the village was a member, also came to the rescue, and paid over all the shop's profits (£65) to help with the cost of the building. The District Officer was also able to obtain approval for a grant of £100 from Native Administration funds to pay for the corrugated iron for the roof, and about another £30 was obtained from Native Administration funds for cement, etc. The building was made of locally burnt brick, and had a midwife's quarters attached. Later on, with some assistance again from Native Administration funds, a 3,000-gallon water tank was added to the building. With the revival of interest in development projects, there was also a revival among adults, though not a very marked one, in the literacy classes, which for about a year had been attended only by children. (The hall built for mass literacy classes has now become an infants school.)

10. By the time the maternity home was opened, model latrines, an incinerator, a small market, and pens for chickens had been built, and an attempt was being made to improve the breed of the local fowls. The Posts and Telegraphs Department opened a postal agency at the village shop. The Women's Co-operative Society bought a sewing machine so that the midwife could, in her spare time, teach the women to sew, and particularly to make clothes for the babies born at the maternity unit. The village also received from Government a radio for its reading room. It agreed to a leprosy survey, a hookworm survey, and mass treatment for hookworm if it was found necessary. Land was set aside for a communal forest area, which was intended to provide the village in future years with straight building poles and firewood. Unfortunately, owing to misleading propaganda by certain agitators about Government's intentions as to land generally in Nigeria, that project has been dropped.

11. The experiment to improve the breed of chickens was also a failure because the people would not give corn to the imported birds. In a village where the people are themselves short of food they see no point in giving feeding stuffs to animals etc.

12. Village Elders from other villages were constantly being encouraged to visit Ogwofia, but it was not until about the end of 1945 that other villages became convinced that development was not a trick on the part of Government to obtain possession of land. During 1946 some thirty villages embarked on their own development plans. At Mgbagbu, for instance, the people built a motor road about 10 miles long, and bridged two rivers. All materials for the bridges were provided free by the Native Administration, but all the labour on the roads and bridges was done voluntarily by the people. They have completed a sub-dispensary, built of stone, and a maternity unit on the same plan as the Ogwofia building, but made of much cheaper material (mud block walls and thatched roof). They also built a reading room and a co-operative shop—all in the space of about 18 months.

13. At the end of 1946, it was reported that there were 68 mass literacy centres in the division, but at the end of 1947 the number had dropped to 30. The early months of 1948 are showing a revival of interest in mass literacy. 1947 was characterised by a tremendous physical and financial effort on the part of the Abaja Clan in the erection of large stone built village primary schools. This was true village development even though the schools were under the supervision of missionary bodies.

14. 1948 has seen development in another sphere. The Abaja Clan has constantly pointed out that its greatest need is water, and its leaders have constantly stated that the people would do any labouring work free if they could be supplied without charge with all imported materials e.g. cement, pipes, and machinery of any kind.



15. Money was obtained for rural water supplies from the Colonial Welfare and Development Fund, and the first 25,000 gallon water tank was completed at Umuawo on 11th March, 1948. The official (Public Works Department) estimated cost of the tank was £420. Actually it cost £250, including the construction of a motor road  $2\frac{1}{2}$  miles made from the Native Administration road to the tank (built so that cement etc. could be transported by lorry to the site of the tank). The road took two weeks to build by voluntary labour. Fifty labourers then volunteered to work every day for six weeks on the building of the tank.

16. Forty villages in the Udi Division have voluntarily undertaken at least one project in development, and apart from minor achievements, and the building of village schools, have constructed by voluntary labour:—

Motor roads—over sixty miles.

Sub-dispensaries, fourteen built, and two under construction.

Co-operative consumers' shops, ten built, two under construction, and one more held up for lack of masons.

Maternity (home) units, two built and two under construction, excluding two mission owned units supported from Native Administration funds.

Reading rooms, four built, and one under construction, excluding two others built at Divisional Headquarters at Government expense.

Village halls, two built in stone and several temporary ones in mud. One other large one in stone nearly completed.

Water tanks, four built, and three under construction, several others projected.

Leprosy clinics (in co-operation with the Leprosy Service) four built, and one other projected.

Lepers' segregation villages, one built, and two projected.

Markets, four either reconstructed or improved; improvements to at least four others already provided for.

17. As I have indicated, communal development in Udi Division does not follow a set plan imposed by authority from above. It springs from the wishes of the people below. The people choose for themselves when they will start, and what they will do. Naturally, their choice is governed by the relative urgencies of their needs. For instance at Affa, where the water-supply is so meagre that in the dry season each woman has to wait hours, and some even stay up all night to take it in turn to catch the drips that fall from the rocky outcrop on the hillside above the village, the first job that this village undertook was to prepare a cement catchment with a pipe to run the water off into a tank, thus eliminating wastage. At Ugbawka the first job tackled was the rebuilding of the local market, with stalls properly spaced. Thus the only rule guiding a village or community in its choice of development plans is, what do the people want most? If they want a thing sufficiently to do the work voluntarily, and to find the greater part of the cost, they are encouraged to go ahead.

18. It is therefore difficult to lay down a "plan" for the future, but it is the intention of the people in the immediate future to go on improving their inadequate water-supplies. Co-operation with the local missionary bodies has helped, for in the immediate future it is proposed to concentrate on the construction of tanks to hold water collected from the roofs of existing mission school buildings.

19. It is proposed to go ahead with the policy of connecting every village with the Native Administration road system, provided that Native Administration funds assisted by codified grants-in-aid will bear the cost of maintenance. Arrangements have been made for the improvement of four of the principal markets. Much effort is being expended by the District Officer in trying to persuade villages to create Communal Forest Areas. This year, two villages have applied for assistance in that respect, but it is probable that the first enthusiasm will not last, and at least two more years of propaganda will be necessary.

20. The yearly planting of tens of thousands of cashew trees in the Udi Forest Reserve (although done by paid labour in that case), is also becoming a development project, which it is hoped, will create a new industry in future years.

21. It is also hoped that in 1948 three village halls will be built on plans drawn up by qualified architects. The halls are being designed for social gatherings, and mass literacy classes, but chiefly for use as cinemas. The Division has a kodascope, and now that the Colonial Film Unit is turning out more and better films for the use of African village audiences, it is proposed to use film as an instructional medium in village development.

May, 1948.

#### APPENDIX 6

### THE NIGERIAN RAILWAY

#### *Memorandum by the General Manager*

You asked me to submit details regarding the anticipated additional traffic which the Railway may be called upon to move and details of action taken to provide for the necessary rolling stock which will be required to move it.

2. There was formed in 1945 a Transport and Communications Sub-Committee of the Central Development Board and in 1946 this Sub-Committee, of which the General Manager, Nigerian Railway, is a member, intimated that the Railway must expect to be called upon to carry increased traffic during the ensuing five years; it was estimated that by the end of this period, i.e., financial year 1951-52, traffic would have increased by no less than 50 per cent. above 1946-47, however, this did not include main export crops each of which are assessed separately according to the circumstances.

3. The total tonnage hauled (paying) in 1946-47 was 1,393,648 tons, whilst non-paying traffic amounted to 349,234 tons making a total of 1,742,882 tons. Of the total of the paying tonnage, which, of course, is the main one with which we are concerned in this instance, main export crops accounted for 814,437 tons, individual tonnages being as follows:—

	<i>Tons</i>
Cocoa ... ..	72,008
Cotton Lint ... ..	6,032
Cotton Seed ... ..	3,929
Cotton Raw ... ..	3,815
Groundnuts ... ..	279,943
Palm Kernels ... ..	48,591
Palm Oil ... ..	43,183
Coal (paying) ... ..	356,936

The remainder of our paying traffic amounted to 579,211 and 50 per cent. of this figure would be 289,605 tons, making a total of 868,816 tons (say 900,000 tons). As regards the traffics detailed above, these may be estimated to reach 1,014,000 tons so our paying tonnage in 1951-52 is estimated at approximately 1,900,000 tons.

4. Towards the end of 1946 I drew up a five year plan for major capital works items, and, of course, renewals of locomotive rolling stock, both goods and passenger; hereunder I set out and comment upon, the main items either already on order or ordered on account of my five year plan.

(a) Twenty heavy main line 2-8-2 locomotives were already on order (September 1944) to replace locomotives which would become unserviceable during 1944-47: these have had a varied experience of delays but we hope they will arrive in May next.

(b) Early in 1946, soon after the setback in the U.K. to our earlier order when it became apparent that this Railway would be placed in a serious position, I was able to get an order placed with the Montreal Locomotive Company of Canada for 14 2-8-2 heavy freight locomotives. These Canadian Locomotives arrived approximately 12 months after placing the order and were put into traffic in June, 1947. Had it not been for these locomotives, I fear that this Railway would have very nearly come to a standstill.

(c) In September, 1944, 11 0-8-0 Shunting tank locomotives were ordered to replace obsolete locomotives: these were all delivered by November, 1946. A further four were ordered in July, 1946, and two of these arrived last week: the other two

are on the way out. A further 12 were ordered in February, 1947, as additional stock to cover increased traffic, and these are promised at the end of the current year. These Shunting locomotives have, compared with other items, been dealt with most expeditiously and, if the firm concerned (Hunsletts of Leeds) can complete orders in reasonable time, there seems no reason why other firms, who have similar difficulties to overcome, can not do likewise.

During the latter part of 1947, the Crown Agents offered us two 2-6-2 tank locomotives, which had been built for a South American Railway, and which could not be delivered to them, they advised us that all that was required was the fitting of injectors and vacuum brake gear, buffers, and an alteration made to the bunker and fire-grate, which was designed for oil fuel. On 24th December we cabled that we would accept these locomotives, and arrangements were at once made to get on with the alterations. To date, however, nothing more whatever has been heard about them.

(d) Forty-two heavy main line 2-8-2 locomotives were ordered early in 1947, 12 of these were additional and 30 were to replace old and obsolete locomotives approaching the end of their useful service. Twenty-seven are promised by the end of 1948, six early in 1949 and the remaining nine in 1950-51, but, of course, it is probable that these dates will be put back.

(e) Fifty bogie hopper wagons of 30 ton capacity were ordered in September, 1944, and a repeat order for 100 more of the same type of wagon was placed in September, 1946. I referred in detail to these wagons when I gave evidence before the Parliamentary Sub-Committee: the first 10 have just arrived and we expect that the remaining 40 of the first order *may* come to hand by the end of May, but the manufacturers were not able to continue production on our repeat order. The repeat order was placed in good time and it should not have been a difficult matter for them to run on with this repeat order, in fact, the manufacturers had arranged originally to do so, but again I believe work for U.K. Railways took priority and as things now are, we cannot even expect the wagons until 1949.

(f) Sixteen new boilers for main line locomotives were ordered in July, 1946. According to the information available there was serious delay in the Crown Agents, for it appears that enquiries were not pursued by them until March, 1947. After strong representations through the Nigerian Government and the Secretary of State, we are now informed that they may be expected in August, 1948. Further requisitions were placed in 1947 for 53 more main line locomotive boilers and these we are hoping may be delivered during 1949-50. These new boilers, mention of which I omitted to make in my oral evidence, are almost of equal importance to the Vulcan locomotives referred to in (a), for we now have 10 engines completely out of service awaiting their arrival; several are passenger locomotives and although we are running a service reduced by one-third, we cannot find sufficient passenger locomotives and so have to use freight ones with consequent loss to freight traffic as well as waste of tractive effort. It is certain that further locomotives will have to be taken out of service on this account before those on order do arrive.

(g) Early in 1947 indents were prepared for the following goods rolling stock:—

<i>Description Complete</i>	<i>New</i>	<i>Replace</i>
25 ton covered wagon (HVG) ... ..	190	115
25 ton open wagons (VG) ... ..	25	64
30 ton covered wagons (PXG) ... ..	40	73
Brake Vans ... ..	15	38
Cattle wagons covered ... ..	25	38
Stone wagons (Harbour Works) ... ..	—	20
Total ... ..	295	348
<i>Grand Total</i> ... ..		643
<i>Description (Bodies only)</i>	<i>New</i>	<i>Replace</i>
20 ton covered wagons (PG) ... ..	—	282
10 ton covered wagons (SG) ... ..	—	102
<i>Total</i> ... ..		384

NOTE.—Ordering should be read to mean that the indent was prepared and was sent from Nigeria to the Crown Agents.

5. The original indent for all these wagons had to be amended on account of representations from the Colonial Office on the matter of local re-building of American wagons supplied under Lease-Lend. These wagons, built for a specific purpose, i.e. movement of war traffic, and not intended to last for more than a few years, would not normally justify the expenditure, time and materials upon rebuilding: we had, therefore, in our 5 year plan ordered new wagons in replacement thereof. Many of these wagons are already out of service due to both wheels and bodies and it is probable that within the next 12 months all will have become unserviceable.

Indications from the U.K. re delivery were such that this Railway, in order to do everything within its power to move groundnuts, undertook to carry out extensive additions to the wagon shops so that this rebuilding of wagon bodies and the fitting of new wheels could be carried out in Nigeria, thus saving steel as well as U.K. manufacturers' building capacity. This was a big undertaking for we are not equipped for such a heavy re-building programme and it was necessary to make an extension to our workshops otherwise ordinary wagon maintenance would suffer.

The steel work from the shop's extension is now in production and we hope to get it within a few months. Even when we have the extension and materials it will be a job of some magnitude to re-build 370 wagons and cope with regular maintenance, so we have arranged to re-build them as opens (both high and low sided) which means that our original indent for wagons is reduced in opens and correspondingly increased in covered. The list given in paragraph 4 (g) actually shows the revised position of rolling stock required ex U.K., whilst we re-build ourselves 200 high sided and 170 low sided wagons.

6. I am, however, given to understand that we are unlikely to get machine tools for our workshop extension under two years. If this is so, it will mean that within another year's time all our American Lease-Lend wagons will be out of service, and although we have the workshop space and the timber we shall not be able to do anything because there are no machine tools, which are just as important as the rest of the items. If we are unable to re-build these wagons and get them back into traffic by the end of 1949, then I am afraid there will be a corresponding drop in the movement of groundnuts.

7. There are other important items which are required urgently and the arrival of which is indefinite. We are still exceedingly short of spares for locomotives. These are divided into three categories:—

- (i) The balance of material ordered in 1944 for the express purpose of accelerating service repairs in shops.
- (ii) Material ordered in 1945 for general servicing but still outstanding.
- (iii) The material ordered in 1946-48 only a few items of which have been received.

8. I must here make reference to the Oilseeds Mission Report (Column 211) and in particular paragraphs 148 to 161. Really there has not been much improvement since this report was made (1946); we are, therefore, still in the most unsatisfactory position of having to manufacture in our own workshops many items for which they are not equipped and the legitimate locomotive output is still suffering in consequence: mainly this is because of the non-supply of materials which were ordered in 1947 to try and alleviate the position, but quite apart therefrom are the items still outstanding from 1944.

9. In addition to the goods rolling stock, we are also urgently needing passenger rolling stock and in particular 32 third class coaches ordered in 1945 with 10 train staff coaches which were ordered March, 1946. With regard to the former these are advised as being deliverable at the end of 1948, but there is no news of the latter, as yet we do not even know that the actual order has been placed by the Crown Agents; I am aware that in March, 1947, i.e. 12 months after despatch from here, no action had been taken in the Crown Agents. Other indents have been placed for two restaurant cars and 7 first class coaches, both of which items are much needed.

10. At the present time there are approximately 333,000 tons of groundnuts on hand in Northern Nigeria awaiting railment to port. Our present rate of movement is only 17,000 tons per month but when the 20 new locomotives arrive and we have our 50 new coal hopper wagons, together with wagon springs to maintain and service the existing coal wagons, then we should be able to step up to 30,000 tons per month. But even so there is likely to be a balance of 145,000 tons of old crop on hand at the beginning of November this year, which will be carried over into next season. I regard it as iniquitous that such an enormous tonnage will have to remain in Northern Nigeria when the need in U.K. and Europe is so great, moreover it is most difficult to find adequate storage. If the groundnuts are required then it will be necessary to send locomotives and wagons to move them; given 9 locomotives and 160 x 25 ton wagons I can move 11,000 additional tons of groundnuts per month to Apapa or pro-rata. Details of types of locomotives and wagons are available in the U.K. and it should not be a very difficult matter to take special steps to produce the above locomotives and wagons. If we have to wait until our existing orders take their turn, as apparently they have to do with all other Railways in the world, I am afraid it will be a long time before the groundnut crop will be cleared, but give me these additional locomotives and wagons and I can guarantee to move the additional tonnage without delay.

April, 1948.

#### APPENDIX 7

#### TRANSPORT OF GROUNDNUTS FROM KANO

##### *Memorandum by the Chairman of the Kano Committee of Groundnut Buying Agents*

It is not possible in a memorandum, limited as this must be, to provide a comprehensive historical and economic survey of the Kano Groundnut trade. We merely attempt to invite attention to some points which, in our opinion, call for action.

#### RAIL TRANSPORT

2. In normal times, that is before the 1939-45 war, the Nigerian Railway had no difficulty in clearing all purchases of Groundnuts for export. For instance, in the season 1936-37 (the biggest then recorded) the following were the figures of total purchases—

Purchased in the Kano Area Nigerian Nuts ... ..	297,000
Purchased in the French Niger Colony and transported to port per Nigerian Railway ... ..	35,000
	<hr/>
	332,000
	<hr/>

Practically the whole of this tonnage was evacuated by rail or rail/river from the north before the end of June, 1937.

3. ENCLOSURE "A" is a statement which gives comparative figures for the seasons 1942-43 to 1947-48 inclusive. From this it appears that there was a noticeable drop in rate of railings in 1945-46 season as compared with that in the 1944-45 season.

4. The strike by the African employees of the Nigerian Railway in August, 1945, seems to have been the turning point, after which the Railway has not been able to recover to its previous level of efficiency. The Railway Authorities warned all concerned of what could be expected, when the position was discussed with them at a meeting held at the Office of Director of Supplies, Lagos, on 25th September, 1945. At that date, the General Manager of the Railway estimated that between the opening of the season in November, 1945 to 31st March, 1946, 155,000 tons would be moved by rail. In fact, the figure was 117,440 tons. In the meantime, the Association of West African Merchants in England had also been making representations. It should be noted that it was only at this stage the difficulties of the Nigerian Railway became generally known.

5. The difficulties of the Nigerian Railway in evacuating produce from Northern Nigeria have been kept constantly before the authorities since that date.

6. ENCLOSURE " B " is a comparative statement of weekly railments of Groundnuts from the north, which speaks for itself. In our view, the present position is critical.

7. Stocks at 8th April in Nigeria of nuts of Nigerian origin (311,390) represent approximately a year's weekly ration of two ounces Margarine for about 47,000,000 people.

#### TRANSPORT BY RAIL AND RIVER

8. The alternative route of evacuation to Kano/Apapa or Kano/Port Harcourt, is via Baro to Burutu/Warri. The saving to the Railway accruing through the use of the last named route is a quicker turn round of wagons, and therefore to be utilised as much as possible.

Mileages:—

Kano—Lagos, Port Harcourt = 699 $\frac{3}{4}$  miles.

Kano—Baro = 348 $\frac{1}{4}$  miles.

(i.e. about half the distance)

9. The limiting factors to the use of the river route via Baro are:—

- (1) Capacity of Minna-Baro branch railway.
- (2) Capacity of river fleet.
- (3) Water level in river.

10. The railway to-day are able and willing to carry a much greater tonnage to Baro than can be handled by existing river craft in existing conditions.

11. The river to Baro is usually navigable by suitable types of craft for nine months of the year, but during that period nearly the whole of the fleets have to be used to evacuate the stocks accumulated at stations on the River Benue, which river is navigable for river craft for three months only. This reduces the working time for craft on the Baro reach to about six months.

12. Tonnage transported from Kano area *via* Baro during the past season was approximately 26,000 tons of both old and new crop Groundnuts. Other produce, e.g. Sheanuts, has been evacuated also by this route.

13. Merchants owning river fleets have programmes of expansion for their fleets, but delays in deliveries of orders have prevented hitherto any appreciable expansion.

14. The condition of the river channel itself is also a limiting factor. In this short memorandum there is no opportunity to deal thoroughly with this subject, but the fact is that the river Niger would be navigable by craft of deeper draught for longer each year but for the existence of certain sand bars. The possibility of dredging these bars to permit the passage of vessels has been suggested.

15. Mention should be made of the project for the mechanised production of Groundnuts in Nigeria. The report of the Commission who visited Nigeria in this connection has not been made available to members of this Committee, but there is talk of a production of hundreds of thousands of tons in addition to the normal production by peasant farmers, with which it is not intended to interfere.

16. If the Nigerian Railway find it impossible to evacuate the present production satisfactorily, it follows that other means of evacuation of the produce of mechanised farming will have to be found. It is said that two main areas have been suggested for the mechanised production of Groundnuts:—

(1) Central Bornu Province.

(2) South-eastern Sokoto Province and north-western Niger Province, with Kontagora as the base.

We can only suggest, therefore, that far greater use will have to be made of the river transport. Bornu production will have to go by road to the River Benue, and the Sokoto/Niger production by road to the River Niger at Jebba. There will be great difficulties to surmount in the case of Bornu produce, but the Sokoto/Niger area production can be dealt with at Jebba far more easily.

17. It is clear to us that even to provide adequate rail transport to clear the Kano area of the present accumulation of stocks, urgent and immediate action is required to provide the Nigerian Railway with power and rolling stock. The problems arising from the mechanised production, although not so urgent, should be solved in detail in advance, and supplies of the necessary road and river transport, together with the shore equipment required, should be ensured, before production once more overtakes means of evacuation.

#### CONDITION OF STOCKS OF OLD CROP GROUNDNUTS

18. Losses accruing to date through deterioration or damage of the 1946-7 crop of groundnuts caused by rain, insect infestation or other reasons, amount to 359 tons in a total tonnage purchased of 304,607 tons—the equivalent to approximately .118 or just over one tenth of one per cent. The groundnuts themselves do not appear to have suffered from long storage, although we expect to find that the free fatty acid content has increased, and it may be that the oil content has decreased to a small extent.

#### GENERAL

19. Members of this Committee have no desire to stress the risks and responsibilities which devolve increasingly upon them by reason of the holding of stocks for such long periods. They would, however, like to suggest that the block allowance made to them by the W.A.P.C.B. has increased but little since the price fixed for payment to producers was £6 10s. ex scale railhead, and at that time it was certainly not expected that stocks would have to be held in Kano for eighteen months in some cases. The capital locked up in these stocks is the buyers' capital, which they cannot use for other purposes until stocks are evacuated.

20. Hazards have arisen since that time which, in our view, are not covered by the block allowance—for example, the possible danger to stocks held, caused by riots or civil commotions.

21. The weight of the crop purchased for export in recent years has brought increasing difficulties in the organisation of evacuation of purchases to railhead and the supervision thereof. We have had trouble this year in obtaining sufficient motor spirit for this purpose, and we feel justified in asking that a guarantee be given by Government to ensure that sufficient motor spirit will be made available next season to enable us to evacuate to railhead purchases made at all stations away from the railway. The Government expect us to buy at these points, and we are only too anxious to co-operate by doing so, but we must be certain of being able to transport our purchases to railhead. We have drawn the attention of the authorities to this matter, in a letter to the Director of Commerce and Industries, dated 24th March, to which we are awaiting a reply.

22. We have made suggestions which we think will prevent certain well known abuses in connection with the subsidies of transport of stocks from the more distant buying points. Such abuses would be impossible were transport subsidies to be abolished, and prices at points away from the railhead be allowed to find their own economic level. Competition in this trade is so keen, that the fullest possible price ex scale will be offered to the producer. It would mean that at these points prices paid would be railhead price *less* the competitive cost of transport. To ensure a reasonable price at the most distant points, it would be necessary to fix a railhead price considerably in excess of the present £16. We suggest £24 per ton.

23. There are, of course, other aspects of interest which might be worth attention. Limitations of space, however, prevent us from dealing with them, and even as thoroughly as we should like with those matters to which attention has been invited in this memorandum.

29th April, 1948.

(1) Seasons	(2) Tons of Nigerian nuts purchased for Export	(3) Railments made from beginning of season to end of March	(4) Stock at end of March	(5) Stock at beginning of following season (Nov.)	(6) Date cleared	(7) Fixed Price Delivered Railhead	(8) Full allowance to buyers	(9) Cost per ton of Bags, etc., included in fixed Allowance	(10) Middlemen's Commission included in fixed Allowance
1942/3	100,739	100,267	472	Nil	29/4/43 approx.	£ s. d. 6 10 0	£ s. d. 2 4 3	s. d. 13 2	s. d. 6 9
1943/4	172,444	172,201	240	Nil	11/5/44 approx.	9 0 0	2 12 9	14 9	6 9
1944/5	211,357	163,271	41,189	5,216	22/11/45 approx.	12 0 0	2 12 3	15 9	7 0
1945/6	286,817	Old ... 5,216 New ... 112,224 <u>Total ... 117,440</u>	170,650	5,489	14/11/46 approx.	12 0 0	2 15 0	16 3	7 0
1946/7	304,607	Old ... 5,489 New ... 97,489 <u>Total ... 102,978</u>	199,539	92,148	?	16 0 0	3 0 0	16 10	10 6
1947/8	313,168	Old ... 69,751 New ... 38,752 <u>Total ... 108,503</u>	Old ... 22,397 New ... 274,416 <u>Total ... 296,813</u>	?	?	16 0 0	3 11 6	24 10	10 6

Note 1. Stock in hand, 8/4/48—1946/47, Old Crop ... .. 22,397 tons  
1947/48, New Crop ... .. 274,416 ..  
296,813 ..  
Nuts of French origin ... .. 28,982 ..  
325,795 ..

Note 2. There are in addition 14,577 tons of Groundnuts in the Riverain Area which will be evacuated entirely by river transport on the Rivers Niger and Benue during the 1948 high water season (August–November).

Note 3. Full allowance to buyers includes all costs of buying, financing and handling crop, including overheads both in England and in Africa. We are, however, permitted to claim for extraordinary expenses in addition, including double handling, etc.



ENCLOSURE " B "

TONNAGES EVACUATED BY RAIL WEEKLY—OLD AND NEW CROP COMBINED

1942/43		1943/44		1944/45		1945/46		1946/47		1947/48	
Week ending	Tons	Week ending	Tons	Week ending	Tons	Week ending	Tons	Week ending	Tons	Week ending	Tons
5.II.42	1,613			9.II.44	4,717	8.II.45	3,321	7.II.46	5,104	6.II.47	5,997
12.II.42	9,491			16.II.44	7,805	15.II.45	3,377	14.II.46	6,809	13.II.47	7,204
19.II.42	6,964			23.II.44	8,002	22.II.45	4,513	21.II.46	5,316	20.II.47	6,125
26.II.42	5,504			30.II.44	7,191	29.II.45	6,177	28.II.46	4,526	27.II.47	6,126
3.I2.42	10,054			7.I2.44	9,905	6.I2.45	5,491	5.I2.46	5,174	4.I2.47	5,939
10.I2.42	9,427			14.I2.44	8,286	13.I2.45	6,090	12.I2.46	4,859	11.I2.47	5,978
17.I2.42	6,342	2.I2.43	11,287	21.I2.44	11,248	20.I2.45	7,126	19.I2.46	5,946	18.I2.47	5,431
24.I2.42	7,294	9.I2.43	12,766	28.I2.44	10,308	27.I2.45	5,802	26.I2.46	5,281	25.I2.47	5,884
31.I2.42	10,396	16.I2.43	8,824	4.I.45	9,084	3.I.46	7,165	2.I.47	4,998	1.I.48	6,013
7.I.43	2,011	23.I2.43	10,222	11.I.45	6,131	10.I.46	5,966	9.I.47	5,831	8.I.48	6,032
14.I.43	1,425	30.I2.43	10,070	18.I.45	6,852	17.I.46	5,900	16.I.47	5,608	15.I.48	4,858
21.I.43	3,843	6.I.44	10,367	25.I.45	7,768	24.I.46	5,702	23.I.47	6,083	22.I.48	5,611
28.I.43	4,289	13.I.44	12,359	1.2.45	10,273	31.I.46	7,060	30.I.47	4,453	29.I.48	4,557
4.2.43	6,260	20.I.44	11,095	8.2.45	8,786	7.2.46	4,608	6.2.47	3,566	5.2.48	5,257
11.2.43	5,456	27.I.44	7,056	15.2.45	6,748	14.2.46	4,465	13.2.47	4,810	12.2.48	5,249
18.2.43	4,308	3.2.44	10,527	22.2.45	4,920	21.2.46	4,507	20.2.47	6,491	19.2.48	4,727
25.2.43	3,031	10.2.44	9,047	1.3.45	5,843	28.2.46	6,281	27.2.47	6,846	26.2.48	4,231
4.3.43	685	17.2.44	5,317	8.3.45	7,853	7.3.46	6,448	6.3.47	3,415	4.3.48	3,605
11.3.43	1,478	24.2.44	3,755	15.3.45	5,355	14.3.46	6,072	13.3.47	4,601	11.3.48	3,208
18.3.43	221	2.3.44	2,157	22.3.45	7,332	21.3.46	5,292	20.3.47	4,360	18.3.48	3,619
25.3.43	203	9.3.44	1,613	29.3.45	8,247	28.3.46	6,030	27.3.47	4,461	25.3.48	3,417
1.4.43	87	16.3.44	999	5.4.45	3,157	4.4.46	5,090	3.4.47	3,892	1.4.48	2,927
8.4.43	10	23.3.44	1,097	12.4.45	136	11.4.46	5,654	10.4.47	3,389	8.4.48	2,505

SELECT COMMITTEE ON ESTIMATES

## APPENDIX 8

## ELECTRICITY DEVELOPMENT PLAN, NIGERIA

*Memorandum by the Electrical Engineer-in-Chief*

1. One of the major economic problems with which electricity development is now concerned is the high cost of fuel for thermal power stations. In 1938 the price of Nigerian coal, of a calorific value averaging between 9,000 and 10,000 B.T.U.s per lb., delivered to the Lagos (Ijora) power station was 30s. 1d. per ton whereas to-day the price is 55s. 5d. per ton. For power stations up country from Lagos rail freightage is charged at approximately 1d. per ton mile. Similarly the cost of light diesel oils has risen from £7 per ton to £16 6s. per ton c.i.f. Nigerian Port. Rail freightage on diesel oils is £5 8s. per ton on hauls exceeding 600 miles. Taper rates apply for shorter hauls.

2. It is, therefore, obvious that the possibilities of harnessing water power for the generation of electricity should be investigated as a matter of prime importance. In the past little has been done in this direction and the general consensus of opinion was that such water power as might be available could not be developed as an economic proposition. The position to-day has changed. The capital cost of a thermal power station together with generation and maintenance expenditure has increased very considerably and a hydro-electric project which a few years ago could not be considered on economic grounds now assumes a very different aspect.

3. This change in the economic position has to a very large extent materialised subsequent to the preparation of the Electricity Development Plan.

Early in 1946 the services of a senior member of the staff of the Consulting Electrical Engineers to the Crown Agents for the Colonies were obtained for investigating potential hydro-electric services at Onitsha and in the Cameroons. The result of the investigations proved that in the case of Onitsha the potential water power available would suffice to provide an electricity supply which should meet the prospective township requirements for several years. In the Cameroons an ideal site was located where the water power would be adequate to supply the areas of Buea, Tiko, Victoria, Bota, etc.

Orders for the generating plant and associated control equipment for these two projects have already been placed through the Crown Agents.

4. Following upon these initial investigations the Colonial Office was requested to recruit the services of an engineer experienced in hydro-electric works. After a considerable lapse of time a suitable engineer was appointed on a short term contract and arrived in Nigeria at the end of December, 1947. The engineer completed the survey works required in connection with the Cameroons project and returned to the United Kingdom last February. This engineer has been offered re-engagement and it is hoped he will return to the Colony in the near future to finalise the Onitsha scheme.

His services would then be employed on an exploratory survey in areas where the possibility of water power is thought to exist. In certain areas the engineer would co-operate with the staff of the Director of Geological Surveys with a view to examining the feasibility of joint irrigation and electricity schemes.

14th April, 1948.

## APPENDIX 9

## AGRICULTURE IN NIGERIA

*Memorandum by the Director of Agriculture*

The economic importance of Agriculture to Nigeria may perhaps best be seen in the *real* value of the main agricultural products exported. The following prices

are those that may reasonably be expected will be paid by the Ministry of Food to the West African Produce Control Board during the forthcoming season, on average crops:—

	<i>£ million</i>
145,000 tons Palm Oil @ £70 per ton ... ..	10
317,000 tons Palm Kernels @ £40 per ton ... ..	12½
230,000 tons Groundnuts @ £45 per ton ... ..	10
95,000 tons Cocoa @ £175 per ton ... ..	16½
10,000 tons Benniseed @ £45 per ton ... ..	½
25,000 Bales Cotton Lint ... ..	½
	50

(It should be noted that with the exception of Cocoa these exports represent the surplus over local consumption.) The value of these particular commodities to Europe at the present time need not be stressed nor the dollar-earning value of cocoa on the American market.

2. The direct Revenue-earning capacity of the main export crops from export duty (excluding Benniseed and Cotton) is as follows:—

	<i>Export Duty per ton</i>	<i>Revenue</i>
145,000 tons Palm Oil ... ..	60s.	£435,000
317,000 tons Palm Kernels ... ..	40s.	£634,000
230,000 tons Groundnuts ... ..	50s.	£575,000
95,000 tons Cocoa ... ..	130s.	£617,500
		£2,261,500

In addition, there is of course a further contribution towards revenue by taxation of the producers who constitute 99 per cent. of the total population.

3. I cannot do better than quote the Financial Secretary, who in his Budget Speech at the recent meeting of the Legislative Council said:—

“ The cocoa, oil and oilseeds industries play so overwhelmingly important a part in the economy of Nigeria that it can justifiably be claimed that only a small minority of the people are not affected by one or other of them in some degree.”

4. The economic importance of maintaining exports is very great. But it is of less importance than the maintenance of the internal food supply (mainly carbohydrates) without which there could be no exports. There are parts of Nigeria where either through marginal rainfall or through soil degradation brought on by land hunger there is always a very thin dividing line between feast and famine. The maintenance of soil fertility is the key to the prosperity of Nigeria and this fact is not always appreciated. There is need for improved methods of production (including mechanical cultivation) but these new methods can only be successfully applied if the vital problems associated with maintaining fertility can be solved and this cannot be done without sustained research by trained agricultural staff. The present supply of such staff does not meet demand and the strength of the establishment of the Agricultural Department is not at present being maintained.

#### MACHINERY

5. Considerable difficulty has been experienced in obtaining supplies of machinery, on even a very modest scale. Efforts to obtain tractor equipment for trials on which to base larger scale experiments have proved fruitless. An example is the placing through the medium of the Crown Agents for the Colonies, of an indent for 2 tractors and attachments on 17th December, 1946. These have only now reached Nigeria. Orders for another 6 tractors and ancillary equipment were placed in December, 1946 and September-November, 1947. None has yet been received.

6. Palm Oil presses have been in short supply for a long time. The sole suppliers (United Africa Company) say they are held up in obtaining presses because they

have not been able to get the necessary steel authorisation. They have made representation to this effect to the Colonial Office in January and February of this year. There is at present a demand in Nigeria for 1,000 presses. The importance of these to the supply of oil for the United Kingdom may not be great in itself, but every press helps someone to produce more. I estimate that another 1,000 presses will be needed in the following year. There is still a large unsatisfied demand for sugar crushers for use in the Northern Provinces. The principal suppliers, Messrs. John Holt and Co. have been unable to obtain sufficient supplies of these from India.

#### SLAUGHTER HOUSES IN NORTH

7. I favour this suggestion since it would permit the production of fertilizer from blood and offal, assets which are at present being needlessly exported. A central Slaughter house or houses would also make it easier to prevent young stock being slaughtered as is done at present. The Agricultural Department have over 4,000 mixed-farmers in the Northern Provinces (i.e. farmers who have been set up with cattle and ploughs) and the further expansion of this industry—and indeed the maintenance of existing numbers—is being threatened by short supplies of suitable stock. Mixed-farmers require young two- and three-year old beasts and too many of this type of animal are being butchered nowadays. In order to make this scheme fully efficient I should however like to see it combined with a system of auction markets.

#### IRRIGATION BY PUMPS

8. Small irrigation schemes have always been regarded by my Department as an essential part of the Development Plan. Work has been done on some of these already but expansion has been severely limited by the inability of Government to recruit Irrigation Engineering staff. Small schemes however have the disadvantage very often of being uneconomic and wasteful as regards supervisory staff. This question among others is being studied by a Rice Mission at present in West Africa.

#### CONTAGIOUS ABORTION

9. The improvement of cattle in Nigeria is the joint responsibility of the Agriculture and Veterinary departments and it must be admitted that Contagious Abortion is retarding progress in this work. The actual treatment of disease, however, is the responsibility of the Veterinary Department and while I should welcome any investigation that would rid the country of this disease I consider that this question should be referred to the Director of Veterinary Services.

April, 1948.

#### APPENDIX 10

### DISPOSAL OF TRADING PROFITS FROM BRITISH WEST AFRICAN COCOA

#### *Memorandum by the Colonial Office*

This note summarises and brings up to date the information contained in Cmd. Paper 6554—Report on Cocoa Control in West Africa, 1939-1943 presented to Parliament in September 1944 and Cmd. Paper 6950—Statement on Future Marketing of West African Cocoa presented in November 1946.

2. At the beginning of the war the merchant firms who had previously shipped cocoa produced in British West Africa to this country and elsewhere were unable to perform this task. His Majesty's Government therefore undertook responsibility for the purchase and disposal of the crop and further undertook on the one hand to bear any eventual loss and on the other hand to hold in trust for the benefit of the West African cocoa industry any profit realised on sales. The precise terms of this latter undertaking, as announced to Parliament by the Secretary of State for the Colonies in November 1941, were as follows:—

“ It is the intention of His Majesty's Government to seek Parliamentary approval in due course for an equivalent grant of the profit made upon the transactions of the Board, either to the West African cocoa producers or, in agreement with the Colonial Governments concerned, towards expenditure on purposes designed to be of benefit to those producers.”

3. To carry out this function the West African Produce Control Board (originally the West African Cocoa Control Board) was established in London and operated with United Kingdom funds under the authority of the Secretary of State for the Colonies. In 1939-1940 and the 1941-1942 crop years, losses were sustained on sales of cocoa but over the whole period of their operation (1939-1947) a profit of £25,819,421 was made. Since the sale of the 1946-1947 crop the West African Produce Control Board has ceased to act for cocoa and its functions have been taken over by the Gold Coast and Nigerian Cocoa Marketing Boards situated in West Africa (see paragraph 5 below).

4. The following table indicates profits which were made from sales of West African cocoa and the financial years in which Parliament voted corresponding sums to be held by the West African Governments in trust for the projected West African Cocoa Marketing Boards established in 1947.

*W.A.P.C.B. Profits from Sales of West African Cocoa*

1	2	3	4	5
—	Nigeria	Gold Coast	Sierra Leone	Financial year in which sums corresponding to columns 2 and 3 were voted to West Africa
	£	£	£	
1939/40 to 1942/43 ...	1,169,906	2,240,188	—	1945/1946
1943/44 and 1944/45 ...	1,530,162	3,147,607	21,558	1946/1947
1945/46 (estimated) ...	720,000	945,000	10,000	1947/1948
1946/47 (estimated) ...	6,000,000	10,000,000	35,000	{ 1947/48 1948/49 (See Note 1 below).
<i>LESS</i> earmarked for special purposes :				
(a) Research (Tafo) ...	387,045	862,955		
(b) At disposal of Gold Coast Legislative Council (probably to be expended on higher education) ...		900,000		
soil survey ...		150,000		
Available for Marketing Boards ...	9,033,023	14,419,840	66,558	

*Note 1.*—The estimated trading profit from the 1946-1947 season is £16,035,000. The transfer of this sum to the West African Cocoa Marketing Boards is covered by a supplementary estimate for 1947-1948 of £14,000,000 and £2,055,000 in the 1948-1949 estimates.

*Note 2.*—The Gold Coast Cocoa Marketing Board has also agreed in principle to accept financial responsibility for rehabilitation grants made to farmers who have been required to cut down cocoa trees affected with swollen shoot disease. It is estimated that their grants will ultimately total about £3,000,000.

*Note 3.*—The West African Produce Control Board also undertook the marketing of the French Cameroons cocoa crop on a similar basis from 1939 to 1945. Trading profits amounted to £629,350. A sum equivalent to these profits was paid over to the Government of the French Cameroons by Parliamentary Votes for 1945-46 and 1946-47.

5. The prices paid to West African cocoa farmers were fixed season by season having regard, on the one hand, to the prospects of selling and shipping the crop overseas and on the other hand to the volume of cash required by producers to cover costs and purchase the limited supplies of consumer goods available under

war time allocations. It is emphasised that this price policy was made possible only because of the firm assurance given by His Majesty's Government that any eventual surplus accruing to the Board would be paid back to farmers, directly or indirectly, at a later date when world prices might be excessively low or supplies of imported goods more plentiful. The Board's "profits" were thus to a large extent the result not of trading risks but of voluntary savings on the part of West African cocoa farmers.

6. In conformity with the policy set out in Cmd. Paper No. 6950 the Gold Coast and Nigerian Cocoa Marketing Boards and the Nigerian Cocoa Advisory Committee which advises the Nigerian Board were established in 1947 by appropriate Nigerian and Gold Coast Government Ordinances. They are composed of Government officials and representatives of the African producers and the cocoa merchants with an official in each case as Chairman.

7. It will be for the Gold Coast and Nigerian Boards to decide the manner in which these funds will be utilised but it may be expected that they will be guided by the proposals made in paragraph 15 of Cmd. Paper 6950 "Statement of Future Marketing of West African Cocoa" which states:—

"The primary purpose for which it is proposed that these funds should be used is to serve as a cushion against short and intermediate term price fluctuations in the world market price of cocoa; but it will be within the discretion of the Boards to allocate funds at their disposal for other purposes of general benefit to the cocoa producers and the industry, such as research, disease eradication and rehabilitation, the amelioration of indebtedness, the encouragement of co-operation and the provision of other amenities and facilities to producers."

8. At current market prices, the value of the British West African cocoa crop is in the region of £60,000,000. The Gold Coast Marketing Board, in considering the employment of its funds, has expressed the opinion that, in that territory alone, an amount of not less than £16,000,000 should be devoted to a reserve fund to safeguard producers from a possible future fall in the world price of cocoa. Further, the Board finds that, at present prices, it needs a working capital of £8,500,000. It is estimated that an additional amount of £3,000,000 will be required for the rehabilitation of diseased cocoa areas; there are also calls on the reserve funds for research and other measures to improve the industry and increase production. It will be observed, then, that to meet requirements which have already been estimated and with the allocation to price stabilisation at the minimum which it is considered would be effective, the Gold Coast Board will need to accumulate from its own operation some £14,000,000 in addition to the amounts which have already been voted to it out of the surpluses accumulated during the period of marketing under His Majesty's Government's control.

April, 1948.

#### APPENDIX II

### COLONIAL STUDENTS IN THE UNITED KINGDOM AND EIRE

*Memorandum by the Colonial Office*

*Distribution by courses:—*

Arts (including degree courses)	...	...	...	...	415
Agriculture	...	...	...	...	37
Engineering	...	...	...	...	250
Law	...	...	...	...	473
Medicine and Dentistry	...	...	...	...	563
Nurses	...	...	...	...	288
Science	...	...	...	...	138
Social Science	...	...	...	...	54
Teacher Training	..	...	...	...	137
Miscellaneous	...	...	...	...	441
				Total	2,796

*Distribution by Universities, Colleges, etc.:—**Universities:—*

London	...	...	...	...	...	...	...	...	488
Oxford	...	...	...	...	...	...	...	...	74
Cambridge	...	...	...	...	...	...	...	...	75
Other English Universities	...	...	...	...	...	...	...	...	352
Ireland	...	...	...	...	...	...	...	...	148
Scotland	...	...	...	...	...	...	...	...	210
Wales	...	...	...	...	...	...	...	...	31
								Total	1,378

*Non-University Colleges, etc.*

London	...	...	...	...	...	...	...	...	909
Provinces	...	...	...	...	...	...	...	...	402
Ireland	...	...	...	...	...	...	...	...	2
Scotland	...	...	...	...	...	...	...	...	88
Wales	...	...	...	...	...	...	...	...	17
								Total	1,418

4th June, 1948.

## APPENDIX 12

## BROADCASTING IN THE COLONIES

*Memorandum by the Colonial Office*

Since 7th January, 1933, when Sir Philip Cunliffe-Lister reviewed the progress then made by the B.B.C. with its newly established Empire Broadcasting Service, successive Secretaries of State for the Colonies have emphasised the great importance attached to the increased reception in the Colonies of programmes of British origin.

2. The complementary importance of the development of broadcasting systems within the Colonies themselves was recognised at an early stage, and in February, 1936, a Committee was appointed by Mr. J. H. Thomas, then Secretary of State for the Colonies, "to consider and recommend what steps could usefully be taken to accelerate the provision of broadcasting services in the Colonial Empire, to co-ordinate such services with the work of the B.B.C., and to make them a more effective instrument for promoting both local and Imperial interests."

3. The Interim Report of the Committee on Broadcasting Services in the Colonies, issued in July, 1936, recorded these main conclusions:—

(a) Great importance should be attached in principle to the promotion by all practicable means of increased reception locally of the Empire Service.

(b) Colonial broadcasting should be envisaged not only as an instrument of entertainment for Europeans, but also as an instrument of advanced administration, an instrument not only and perhaps not even primarily, for the entertainment, but rather for the enlightenment and education of the more backward sections of the population and for their instruction in public health, agriculture, etc.

(c) There is not much to be said for the conduct of broadcasting services wholly or partly by companies or individuals licensed by Colonial Governments; for the profit, which is clearly a necessary condition of any company undertaking such a project, would merely be an extra charge on the service and private control has obvious (though not insuperable) obstacles to the development of the service as a social and administrative service; in general, broadcasting activity, as a service of cardinal importance, should be under the direct control of the Colonial Government.

(d) The establishment and operation of a system of local wireless broadcasting may be expected to involve a heavy capital outlay and a substantial recurring loss for some years in all but the largest and most heavily populated territories.

(e) The extensive development of advertisement as a feature of Colonial broadcasting programme should be deprecated, but it would be better to have a broadcasting system partially financed by such advertisement than to have no broadcasting system at all; such advertisement should not exceed a fixed small percentage of programme time.

(f) Even entertainment broadcasts from British services and in particular the Empire service, may have over a period a considerable beneficial influence which would justify some Government loss on expenditure to promote their reception; broadcasting should, however, be regarded as an important function of administration which might justify considerable expenditure.

4. In a memorandum, dated 14th September, 1944, Mr. Oliver Stanley, then Secretary of State for the Colonies, made the following points:—

(1) The aims of Colonial Broadcasting, as defined by the Plymouth Committee, were accepted.

(2) Progress had been seriously retarded by lack of finance.

(3) In the present stage of development in the Colonies it would be essential that, if broadcasting was to be fully developed, subsidies in some form or other should be found for certain Colonial Governments at least.

(4) The overriding problem was the provision of much wider and far cheaper listening facilities to the masses of the people. Here finance would be required, and the possibility was under consideration of finance being made available from United Kingdom funds and, for certain specific purposes only, from funds provided under the Colonial Development and Welfare Act.

(5) The possibility was also being considered of establishing regional stations to serve various Colonial areas, e.g. East Africa, West Africa, and the West Indies. The value of regional stations would be threefold.

(a) to provide better facilities for relaying B.B.C. programmes;

(b) to provide better selected local programmes for groups of Colonies by having available better studios and qualified engineering, and especially presentation experts, on a scale which most individual territories could not themselves afford in the immediate future;

(c) to select the cream of these local programmes for broadcasting by the B.B.C.



5. In November, 1945, the policy which it was considered that the Government should pursue with regard to broadcasting in the Colonies was stated thus:—

“ In the Colonies the primary use of broadcasting is educational, and we believe that wireless can make an enormous contribution to the improvement of the educational standard among native races. To achieve this the facilities for broadcasting must be greatly increased and we recommend that:—

(a) The Colonial Broadcasting Authorities should be pressed to extend their broadcasting system as rapidly as possible, the aim being to ensure that no part of their territory should be out of reach of wireless programmes especially designed for the local population and capable of being picked up by comparatively cheap receiving sets or by the public address or relay systems. In the Colonial Empire a large part of the cost of such a policy would almost certainly fall on the Imperial Exchequer, but we feel that the advantages to be gained would more than justify the cost;

(b) As soon as possible, the precise needs of the Colonial Governments for this purpose should be ascertained and the necessary staff and equipment made available to them from this country.”

6. In spite of these recommendations little progress has been made in developing effective Government Services in the Colonies. Very few rural listeners in the Colonies possess receivers or have access to receivers because

(a) there are no receivers on the market within their means;

(b) even if there were, the short life and costliness of dry batteries and absence of re-charging facilities for wet batteries in tropical countries, would make it extremely difficult to maintain them in running order.

Broadcasting over great distances is more costly than to compact urban districts, where wire rediffusion may provide a service which is relatively inexpensive and does not require possession of receivers by listeners. The comparative poverty of rural listeners would preclude the derivation from them of any substantial sum from receiving licence fees as revenue to offset the cost of the broadcasting service. The Colonial Office has approached British Radio Manufacturers more than once, collectively and also in certain particularly promising individual cases, in attempts to interest them in the mass-production of suitably designed and constructed radio receivers at a cost to the individual Colonial buyer not exceeding four or five pounds. In recent months several manufacturers have for the first time showed some interest and, as a first step, prototypes of a medium-wave mains receiver, which fulfils most of the principal requirements of the Colonial listener within those limitations, have been sent to appropriate Colonies for trial under official supervision.

The provision of reasonably extensive, effective and attractive broadcasting services in the Colonies and the availability of suitable receivers to the ordinary people, rural and urban, are twin developments which cannot flourish without each other. Part, at least, of the hesitation of radio manufacturers to embark on large scale production of cheap receivers is due to the knowledge that broadcasting services in the Colonies are of so limited a nature.

7. At the present time the following Colonies have Government-owned and operated, non-commercial broadcasting systems, mainly of very limited scope, and many, as will be seen, moving towards commercial broadcasting.

*Bahamas*

(Difficulty is being experienced in maintaining the Service and it is not improbable that Government will have to turn to commercial broadcasting.)

*British Somaliland*

*Ceylon*

(It is understood informally that Government is considering an invitation to a commercial company to undertake a broadcasting service.)

*Falkland Islands**Gold Coast*

(Principally a service by wired rediffusion in urban districts.)

*Hong Kong*

(A commercial company is about to be granted a licence to operate a wire rediffusion service as distinct from Government's Wireless Service.)

*Jamaica*

(Government has expressed its intention to replace its own service by a franchise to a commercial company.)

*Malaya*

(A commercial company is about to be granted a licence to operate a wire rediffusion service as distinct from Government's Wireless Service.)

*Mauritius**Nigeria*

(Wired rediffusion only.)

*Northern Rhodesia**Palestine**Sierra Leone*

(Wired rediffusion only.)

*Singapore*

(A commercial company is about to be granted a licence to operate a wired rediffusion service as distinct from Government's Wireless Service.)

8. Partially commercial systems exist in:—

*Kenya*

(Cable and Wireless operate a wireless service on commercial lines.)

*Fiji*

(Amalgamated Wireless (Australasia) Ltd., operate a wireless service which is likely during 1948 to be taken over either by Government or by Cable and Wireless.)

9. The following Colonies have wholly commercial broadcasting services:—

*Barbados*

(Wired rediffusion only.)

*Bermuda**British Guiana**Malta*

(Wired rediffusion only.)

*Trinidad*

10. In the following Colonies broadcasting is either non-existent or virtually so:—

Aden, British Honduras, Cyprus, Gambia, Gibraltar, Leewards, North Borneo, Sarawak, Seychelles, Tanganyika, Uganda, Windwards, Zanzibar.

11. Surveys of broadcasting have been carried out by B.B.C. engineers in the Caribbean and East and Central Africa. Co-operative development by regional groupings of colonies was recommended in each case. The Central African Scheme, involving a grant from the regional allocation of Colonial Development and Welfare funds, has been approved by Treasury. The East African Scheme has not met with favour in Tanganyika and Uganda: Kenya's verdict is still awaited.

12. The Caribbean Scheme was combined for reasons of economy and convenience with a project for the establishment of a Commonwealth Relay Station by the B.B.C. in the same locality. The Treasury has indefinitely postponed consideration of the relay project in view of present financial difficulties; but, in so doing, has stated that this "does not necessarily involve rejection of the scheme for a Caribbean Area Station." The cost of the Area Station as part of the Combined Scheme, according to a proportionate sharing of the economies derived from combination with a Relay Station, had been estimated at £405,000 capital (including £30,000 for receiving facilities) and £67,000 recurring. The equivalent costs of the Area Station, established independently, would be £490,000 and £77,000 respectively.

13. No way of giving effect to the Caribbean Scheme can be seen, however, without considerable assistance under the Colonial Development and Welfare Act and from Imperial funds outside the Act. It is considered that before assistance from either of these sources is formally sought, the whole question of broadcasting policy in the Colonies should be examined, particularly as schemes have been, or are being, formulated for the development of broadcasting in other regions of the Commonwealth, in which financial difficulties of a similar kind, though probably in somewhat lesser degree, are likely to be encountered.

14. The cost of establishing broadcasting as a public service on a reasonably effective basis throughout the Colonial Empire as a whole may be broadly estimated as follows:—

Station	H.M.G. including C.D. & W. Central Reserve		Colony funds or C.D. & W. Local Allocation	
	Capital (£)	Recurrent (£)	Capital (£)	Recurrent (£)
1. Caribbean Area Scheme ...	460,000	77,000	30,000	300
2. Central African Scheme ...	Already approved by Treasury: to be financed from Central African Regional C.D. & W. allocation with small contributions from N. Rhodesia and Nyasaland.			
3. East African Scheme ...	(A) 560,000 alternatively (B) 248,000	(A) 90,000 (B) 65,000	(A) 45,000 (B) 20,000	(A) 300 (B) 300
4. Nigeria ...	250,000	50,000	30,000	300
5. Gold Coast ...	—	—	20,000	300
6. Sierra Leone ...	25,000	5,000	2,000	100
7. Gibraltar ...	10,000	3,000	—	—
8. Cyprus ...	75,000	20,000	20,000	300
9. Aden ...	5,000	2,000	—	—
10. Mauritius ...	—	—	2,000	100
11. North Borneo ...	20,000	7,000	5,000	300
12. Sarawak ...	25,000	8,000	6,000	300
13. Fiji and W. Pacific ...	(A) 25,000 alternatively (B) 50,000	5,000	20,000	600
14. Miscellaneous ...	—	—	10,000	—
Totals (including 3 (A) and 13 (B)).	£1,480,000	£277,000	£220,000	£3,800
Over a ten-year period ...	£4,250,000	—	£258,000	—

## NOTES:

1. If there were a Caribbean Area Station, operated as a public service, there would be less objection to Stations in the various islands being operated by commercial companies, provided that they were bound to relay a certain proportion of programmes from the Area Station.

3. (A) is based on the assumption that Uganda and Tanganyika would take part in the East African Scheme if the consequent commitment of local funds or allocations were to be very much less than they probably surmised from a first examination of the scheme. It is very desirable that they should. (B) is based on the alternative assumption that stations would not be established at Mombasa, Dar-es-Salaam, Kampala, Nakuru, Eldoret, Jinja, Arusha and Moshi, and the scheme would be confined to the improvement of the single short-wave service from Nairobi. The estimates in both (A) and (B) have been severely reduced from those originally evolved by the B.B.C. Engineer who carried out the survey.
4. There is a pressing need in Nigeria for a wireless transmitting service both as a link whereby the wired rediffusion systems in the towns may become a more effective instrument for information and entertainment, and as the only means of reaching rural communities. Without some systematic distribution and maintenance of communal listening facilities, the establishment of a transmitting service would be robbed of most of its value.
5. Wireless and wired rediffusion is quite well advanced, but there is a signal lack of listening facilities for rural communities
6. As in Nigeria, the Sierra Leone broadcasting service caters only for those who have access to the wired rediffusion system, and provision is similarly needed for wireless transmission and community receivers for rural listeners.
7. Gibraltar needs a modest wireless or wired rediffusion service if Gibraltarans are to be attracted away, at least partially, from the broadcasts from Spain, to which they now usually listen.
8. The lack of any local broadcasting service, through which information and entertainment of a kind to attract Cypriots away from Athens and Moscow would be provided, is likely to have increasingly serious political consequences. A survey of the island with a view to the establishment of such a service is to be carried out by the Chief Engineer of the Palestine Posts and Telegraphs Department in November. Communal listening facilities are considered to be especially important here.
9. The establishment of a modest wired rediffusion system in Aden has lately been recommended by the Middle East Telecommunications Attaché.
10. The Government of Mauritius operates an effective broadcasting service without extraneous financial aid; but communal listening facilities are badly needed.
- 11 and 12. For North Borneo and Sarawak it is assumed that a low power transmitter or a small wired rediffusion service in Sandakan and Kuching giving relays of Singapore interspersed with local material will be required. In districts outside the orbit of the capitals listeners would have to rely upon direct short wave reception of Singapore assisted by community receivers. Detailed plans have not yet been evolved.
13. Subject to present unavoidable uncertainty as to the direction in which Fiji Government will decide to turn for development in broadcasting alternative (A) provides for a technically effective transmitting service audible throughout the Colony, improvement of programme services, especially in Hindustani and the provision of wider listening facilities. Alternative (B) provides, in addition to all that is in (A), for a W. Pacific Area Service, through which a composite London-cum-Singapore-cum-local programme would be transmitted from Fiji and received in the main islands, possibly relayed by very low power transmitters, with the help of communal listening facilities.
14. Miscellaneous provides for communal listening facilities or other needs, at present unknown, in, e.g., Falkland Islands, St. Helena, Aden Protectorate.
15. Ceylon has been intentionally omitted from this estimate.
16. Contributions from local funds have been limited in these estimates to the provision and maintenance of communal listening facilities.

15. If finance on this scale is not made available, or at least pledged, within the next two years, broadcasting in the Colonies seems likely, by the end of a ten year period, to be almost, if not entirely, in the hands of commercial interests, which are fully prepared to spend on it that sum or more in the expectation that in ten years they will be earning a dividend on their capital investment, mainly through the proceeds of broadcast advertising.

16. If Colonial broadcasting were to be generally commercialised, it should be possible to ensure that it would not fall into the hands of the least responsible kind of commercial broadcasting interest and that in the terms of the Licences and Agreements there would be included safeguards of the public interest and some limited provision for the broadcasting or rebroadcasting of non-commercial programmes originated by the B.B.C. or the local Governments. But the primary object of a commercial broadcasting service must always be to provide a popular programme. The enlightenment and education of the people is at best a by-product. If the programmes expected of a commercial broadcasting organisation are undesirable for the reasonably advanced and discriminating audience at home, as was affirmed in the White Paper on Broadcasting Policy (1946: Cmd. 6852) they must be even less appropriate for comparatively immature and impressionable Colonial peoples.

17. Between these two opposite extremes—on the one hand Government-operated broadcasting services, supported for some time at least, if they are to be effective, by substantial subsidies from United Kingdom Funds, and on the other hand, private commercial broadcasting organisations—the only middle course would seem to lie in an attempt by Colonial Governments to compensate for the absence of substantial revenue from receiving licences by including in the output of the official broadcasting services selected advertisements and sponsored programmes. It would probably be possible by such methods to reduce appreciably the direct costs of Colonial broadcasting to Colonial or United Kingdom funds, but not wholly to defray them. The extent of revenue derived from broadcast advertising depends upon the degree to which the broadcasting authority is prepared to concede the most popular listening times to the most paying programmes, and this is true whether the authority is a Government or a private company. A Colonial Government, conscious of the opportunity offered by broadcasting for the education of its people, could hardly allow advertising to play more than a subordinate, and therefore relatively less lucrative, part in its service. It may also be argued that under any system the cost is in the long run recovered from the public, whether they pay for it directly by licence fees, less directly by taxation, or indirectly through the inclusion of the cost of advertising in the goods which they buy. An experiment in the use of advertising by a Government Broadcasting Service is to be made on a modest scale in Northern Rhodesia. But even if this could be proved to be an effective means of financing Government Broadcasting Services in the Colonies without drawing, or without drawing heavily, on public funds, it would be necessary, before allowing or encouraging any wide application of the practice, to obtain approval for this change from the previously accepted policy, reaffirmed by the White Paper, that commercial broadcasts would be “out of keeping with the responsibilities of the B.B.C.” and presumably therefore of any official broadcasting authority, “as the trustee of a Public Service.”

18. A decision is in fact now necessary which will determine the general character of broadcasting in the Colonies for the next 25 years or more. Colonial Governments are disinclined to refuse the offers of commercial broadcasting interests without some prompt and unequivocal promise of financial assistance from United Kingdom funds as an alternative. They prefer, with some reason, to grant concessions, if at all, for at least 10-15 years. Further, the experience of, for example, certain of the Dominions and France has shown that commercial broadcasting concerns, once established, are extremely difficult to remove.

19. The question to be decided therefore is whether

(a) the cost of developing broadcasting as a public service under the full control of Colonial Governments, which may be broadly estimated at 4½ million pounds over 10 years in addition to what Colonial Government can be expected to contribute, can be met from C.D. & W. and/or Imperial Funds, or

(b) we should abandon this policy, which has hitherto been followed in theory but not in practice, and sanction, or even encourage the establishment of commercial broadcasting either by private enterprise, or

(c) by Governments as an indispensable means of financing broadcasting services under their control.

23rd March, 1948.

#### APPENDIX 13

#### THE EAST AFRICAN GROUNDNUTS SCHEME

*Memorandum by the Resident Member Designate of the Overseas Food Corporation in East Africa*

1. The progress of the Groundnuts Scheme up to the end of November, 1947, has been described in the White Paper, Command 7314, of January, 1948. The Committee will not wish me to cover the same ground, except in so far as that report discloses problems which the Corporation will have to face. The Committee will also realise that, although since the meeting of the Committee on the 28th January, the Overseas Food Corporation has come into legal existence, the responsibility for the Groundnuts Scheme has not yet been passed over from the Managing Agents, the United Africa Company, to the Corporation by the Minister of Food. My position is, therefore, still that of an outside observer, and such information as I can give to the Committee can only be based on the information available to the Ministry of Food in London, and on one relatively short visit to East Africa in September and October last. I will, therefore, take a series of points out of the White Paper and expand on the problems, as I see them, which the Corporation will have to face in taking over the responsibility for the scheme from the United Africa Company (Managing Agency) Ltd., which it will do on the 1st March, 1948, with operational control in East Africa on 31st March, 1948.

2. Paragraph 9 of the White Paper refers to difficulties which have delayed the clearing operations during 1947. It points out the difficulties in providing spare parts, tools and mechanical repair facilities on an adequate scale, and also the shortage of mechanics and skilled artisans. While the position in respect of these shows a steady improvement, the lack of them in the past has resulted in a progressively increasing proportion of the total number of available tractors going out of work. As a result the bulk of the tractors in the Kongwa area are inoperative at the present time, and in the other areas where clearing has not yet commenced on a serious scale, there will be much work to be done before we can guarantee that a reasonable proportion of the tractors in the area will remain constantly in operation. The Corporation is faced at the outset of its operations with a heavy backlog of repair and recondition work, particularly in the Kongwa area, before an adequate force of tractors can be made available for clearing operations during 1948. The output of cleared acreage during 1948 will not be proportionate to the total number of tractors on the books, since it will be some months before the full capacity of the tractor force can be developed and maintained.

3. Paragraph 11 refers to the need for a sufficient supply of suitable equipment to eradicate the roots of the Kongwa thorn bush. It is my considered opinion that, while a satisfactory method of dealing with these roots will be found, the correct technique for dealing with them has not yet been established, nor are sufficient supplies of suitable equipment available for interim operations before the correct equipment has been obtained. It should also be remembered that there is, as yet, no experience in clearing the other areas which have a completely different clothing of vegetation, including heavy timber, quite unlike that found in Kongwa. It may be that the same problems of derooting as at Kongwa will not be encountered on these areas; but other problems of a different nature may arise. Until experiments have been made to develop the best technique for dealing rapidly and economically with forest areas, we will not know which is the best equipment to use or on what scale different equipments should be provided.

4. Paragraph 11 also refers to the decision to adopt "selective clearing." Selective clearing does not, of course, mean disregard of difficult ground in perpetuity. This would result in a degree of dispersal of "farms" which would be quite unsuited to intensive mechanised agricultural methods, and would be uneconomic in administration. The real intention is that, initially, while the full force of our clearing effort is being built up, and in order to get the maximum crop in the early years of the project, we will concentrate on the easier patches within the ultimate area, leaving the more difficult ones to be dealt with later on.

5. Paragraph 14 refers to the supply of agricultural machinery for the first two years from Canada and, in Paragraph 3 there is expressed the hope that future requirements will be largely met from United Kingdom production. The needs of the project for agricultural machinery are large, and if they are to be met from the United Kingdom a considerable expansion of existing production capacity is required during the next twelve months. If this is to be achieved the constant co-operation and energy of several departments will be required. The Corporation is busily engaged in negotiations on this subject, but the Committee will understand that, unless a real sense of urgency is impressed on all parties, we are unlikely to receive our basic requirements from the United Kingdom in time.

6. Paragraph 16—labour requirements: The Committee will remember that, in my evidence at their meeting on the 28th January, I referred to the need for an adequate supply of inducement or consumer goods if we are to attract the African labour to the scheme. I do not think there is any question that the labour is available in ample quantity, but unless we get an ample supply of consumer goods, I doubt very much whether we will get our peak requirements of labour. Already in East Africa, and particularly in Tanganyika, the African saying "shilingi mingi sana" is in constant use. It means roughly "we have got enough shillings." It implies that money is of little use unless you can buy something with it. The Committee will be aware that there is a quota system which governs the allocation of the most important consumer goods to Tanganyika Territory. Whether this quota should be increased or whether a separate quota for the Groundnuts Scheme is required is not for me to say, but one or other solution must be adopted at an early date.

7. Paragraph 17 refers to the need for training of artisans and the proposed expansion of training facilities. The Corporation has lately put in hand the organisation of a training centre. The output required is of the order of 4,000 artisans of different trades per annum. The Committee will appreciate the difficulty of setting up such an organisation and getting it to work efficiently in a very short time. Again, while there is no doubt of the aptitude shown by African labourers in learning one or two semi-skilled processes quickly and well, their capacity to assimilate a high degree of diversified skill such as that required, for example, in a mechanical fitter, is still in doubt.

8. Paragraph 18—research: The Committee will understand that quite new problems of disease and pest may well arise in conditions of monoculture on such a large scale. Previous experience, for example, in tea, coffee and cocoa plantations, indicates that these problems may be totally unknown to science to-day, and that they may prove extremely serious. It is for this reason that a very strong scientific research and control unit is being established.

9. Paragraph 18 also refers to the requirement of the scheme for fertilisers. It would appear that the production of nitrates for fertilisers is already somewhat below the total requirements of home and overseas agriculture. The amount of fertiliser used in the Groundnuts Scheme per acre may be reduced as the result of experiments now being carried out. But at the present rate of distribution our requirements for the full three million acres visualised in the project could absorb (in, say, five years time) a little more than a quarter of the total ammonium sulphate available for export this year, after the needs of home agriculture have been met. A critical situation will arise as early as 1949-50 unless additional production of nitrates is available by then. The Committee will, of course, realise that other developments besides the Groundnuts Scheme are rapidly coming into being, and that they too will create an additional demand for fertilisers. Most urgent action is required to correct the present position.

10. Paragraph 20 points out the continuing danger of serious congestion at the port of Dar-es-Salaam, with its present limited port facilities. I regard this as one of the most serious problems which we have to face, not only during the development phase, but even more when the port is asked to undertake export which may reach a figure of 300,000 tons a year. The expansion of these port facilities is a matter for the Tanganyika Government and the Colonial Office.

11. Paragraph 23 refers to health and welfare problems and to the social development which is part of the scheme. With regard to health problems, adequate steps have been taken to meet them, but a serious problem may arise in respect of maintenance of the better diet which our African employees are already receiving. Its maintenance, particularly in respect of meat supplies, may well prove to be quite impossible from local resources when the labour force grows to full size. Investigations and experiments are already in hand to determine the degree to which a meat shortage can be met by salt fish or whale meat, but we do not know whether the African will take to these forms of food. A solution to this problem is imperative, since a reduction in diet might well result in a severe loss of labour; its amplitude is the greatest attraction we have to offer to labour in the present absence of consumer goods.

12. There is a serious long term problem hidden in the measures being taken for social development. For the purpose of the scheme, in order to retain semi-skilled labour which cannot be replaced at short notice, we must form settled village communities in our agricultural areas. The word "detrribalization" has been freely used in connection with the Africans who form these communities. As individuals after a period of service become incapacitated for future work through age or infirmity, their settlement elsewhere, should detrribalization have set in, will be extremely difficult. A similar problem has arisen elsewhere, e.g. in the North Rhodesia copper belt, where a solution has been found in the creation of townships on Crown land outside the mining areas proper. This is a problem which, though long range, will need an early preparation of the solution by the Tanganyika Government.

13. Paragraph 25 refers to the importance of building up and deploying the vast quantities of operational and maintenance stores and equipment required for the project. The supply organisation on the ground in East Africa is not, as yet, adequate, either for smooth working or to exercise control. The Committee will be aware of the difficulties of straightening out a supply organisation which has handled up to date over 150,000 tons of stores. This is a problem which will absorb much time and energy over several months, to the detriment of other activities.

14. Apart from the provision of the multifarious plant and stores required for the project, there has been from the beginning the problem of shipping them and transporting them overland to where they are required for use. There is a continuing shortage of merchant shipping serving the East coast of Africa, and the growing needs of the Groundnuts Scheme may well come into conflict with those of the export trade. There is a very real danger that unless additional shipping can be provided progress of the scheme will be held up for this reason. Adequate inter-departmental machinery has been set up to deal with the problem to the limit which lack of shipping space enforces on all parties.

15. The Committee will understand that there are a thousand and one other problems to be faced of a minor nature, personal, technical, agricultural and administrative. Many of these we know, some we foresee, others will not reveal themselves until later on. While individually of minor importance, their effect in the aggregate will be considerable. The Committee would not wish me to produce an exhaustive list of these problems, nor, indeed, would it be possible. The major problems to my mind are those which I have touched on above. If the list is formidable and some of the problems heavy ones, the Committee should at the same time understand that there is no lack of confidence that the problems can be tackled successfully, and that the scheme will be brought to an economic and valuable fruition.

28th February, 1948.



## APPENDIX 14

## EXPATRIATION PAY

*Memorandum by the Colonial Office*

1. The principle of expatriation pay for overseas officers has been accepted only in West Africa, Hong Kong, Malaya and Cyprus. It is unlikely to be accepted in East Africa (where there are different rates of pay for different races). It is known to be unacceptable in the West Indies, Mauritius, and Fiji.

2. Since the scheme clearly could not be limited to Colonies where the principle of expatriation pay has been formally adopted, some other device would have to be adopted for the other Colonies, e.g., payment of a percentage of salary.

3. On the assumption that there are (in round figures) 10,000 officers to whom the scheme would apply and that the average element of "expatriation" in salaries is £200, the cost would be £2,000,000 a year. In addition, consideration would have to be given to paying for the differential element in other matters, such as leave, passages and pensions. The practical question is whether, if such money is available for assisting the Colonies from United Kingdom funds, this is the most advantageous way of expending it.

4. The advantages of the scheme are:—

(a) It would enable the Colonial Office to even out salaries amongst the Colonies, with consequent benefit to recruitment and freedom of interchange.

(b) It would help to remove the uneasiness which some officers feel about the security of their jobs and pensions under the present system by which their contract is solely with a Colonial Government.

(c) It has been suggested that the scheme would help to overcome the dislike felt in many Colonies for "imported" officers. (This idea is not, however, borne out by experience in the West Indies and Mauritius where there is no expatriation allowance. The real cause of any dislike of imported officers is that when the population of a Colony has reached a certain stage of political and social advancement, the Secretary of State's nominees are regarded as blocking posts to which otherwise local appointments might be made.)

5. The objections to the scheme are:—

(a) It runs counter to present policy in that it might give the impression that to some extent Colonial servants were regarded as the agents of His Majesty's Government. Today we are more and more stressing the point that they are servants of Colonial Governments and responsible to the Legislatures thereof. Any weakening of that position—or anything that might seem to weaken it in the eyes of the Service or of Colonial Legislatures—is to be deprecated.

(b) It would mean that a very considerable part of His Majesty's Government's financial assistance to the Colonies would be distributed on a purely automatic basis and not on the basis of relative needs.

(c) It would encourage in Colonial legislatures an irresponsible attitude towards the remuneration of their civil servants and would have a bad educative effect.

(d) So far from fostering the team spirit in the civil service of a Colony, it would draw a line between the local and expatriate officer.

(e) In practice, it would lead to endless difficulties in negotiation with Colonial Governments on the one hand, and the Treasury on the other, on establishment questions.

6. The Colonial Office view is, therefore, that, in spite of the apparent attractions of the idea, it would be undesirable to adopt it.

7. A possible alternative would be that His Majesty's Government should assume liability for the cost of *pensions* to expatriate officers. This would probably cost about the same as the expatriation pay but would be open to less political objection, and would be of greater economic benefit to the Colonies, inasmuch as pensions represent non-effective expenditure outside the Colony. (His Majesty's Government already pays for *Governors'* pensions.) It would be a complicated administrative problem, but a practicable scheme could probably be worked out if this were desired.

8th June, 1948.

